

REPORT
ON
SURVEY OF LABOUR CONDITIONS
IN
JUTE FACTORIES IN INDIA



LABOUR BUREAU
MINISTRY OF LABOUR AND EMPLOYMENT
GOVERNMENT OF INDIA

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PREFACE

Industrial labour and its problems have been the subject of interest, though varying in intensity and nature, ever since India entered the industrial field over a century ago. As in certain other countries, the interest was initially generated by a desire to prevent exploitation of workers, a desire which was accentuated by certain known peculiar features of the working masses in the country viz., rural background, illiteracy and absence of homogeneity as well as organisation. The complexion of interest has now gradually changed into a desire for providing a fair deal and opportunities for a fuller life to labour. Attitudes and opinions do not develop or change in a vacuum but stem from known facts and it is here that labour surveys have played a very significant role by throwing light on existing conditions in the amelioration of the conditions of workers in India. The last detailed survey on a country-wide basis of the conditions under which the labour worked and lived was conducted by the Labour Investigation Committee appointed by the Government of India in 1944. The years that followed witnessed far-reaching changes in the country, in the political as well as economic fields. It is only natural that they should have had their impact on labour. Attainment of Independence by the country and emergence of a popular and responsive Government, both at the Centre and in States, led to large-scale revision of labour laws and introduction of various welfare and social security measures. Greater awakening as well as organisation among workers enabled them to fight for and secure better terms of service from employers. Moreover, the usherance of an era of planned economic development of the country gave a new significance to the working classes. It was, therefore, felt that there was a need for a fresh large-scale survey to provide data for the appraisal of the existing conditions and problems of labour in various industries in the country and for an assessment of the impact of the measures adopted so far. A scheme for the Survey of Labour Conditions was accordingly incorporated in the Second Five Year Plan. This report contains the data collected under the Scheme in respect of the Jute Mill Industry, one of the 46 major manufacturing, mining and plantation industries covered.¹

1. The industries covered are : (a) Factory Industries : Cotton, Jute, Silk, Woollen, Metal Extracting and Refining, Metal Rolling, Metal Founding, Manufacture of Bolts, Nuts etc., Agricultural Implements, Machine Tools, Electrical Machinery, Textile Machinery and Accessories, Railway Workshops, Bicycle Manufacture, Sugar, Motor Vehicles, Aircraft Building and Repairing, Ship building and Repairing, Tea Factories, Tramway Workshops, Artificial Manure, Electric Light and Power, Petroleum, Glass, Tanneries, Printing Presses, Footwear, Clothing, Paper and Paper Products, Matches, Cashewnut Factories, Tobacco Curing Works, Soap, Cigarette, *Beedi*, Heavy and Fine Chemicals and Hydrogenated Oil;

(b) Mining Industries : Coal, Mica, Manganese, Iron, and Gold;

(c) Plantations : Tea, Coffee, and Rubber.

This Survey differs considerably from similar investigations in the past in matters of design, scope and presentation of data. Consequent on revision and widening of the definition of 'factory' or 'mine' and enactment of the Plantations Labour Act, 1951, a more comprehensive and reliable list of industrial establishments is now available. This has removed, to a considerable extent, the handicap from which earlier investigations suffered in using sampling techniques, and has enabled adoption of a scientific design for this Survey.¹ As distinguished from conscious selection widely resorted to in almost all past investigations, the present Survey was strictly confined to establishments selected in accordance with the accepted principles of probability sampling. An entirely new feature of the Survey is that separate data have been collected for large and small size establishments in various industries. The main reason for this decision was that earlier investigations had indicated existence of considerable differences in conditions of work, standards of welfare and amenities, level of wages, etc., in establishments of different sizes. It was thought that if separate information was obtained it may highlight the peculiar features of undertakings of various size groups and facilitate channelling of efforts in the required direction. The Bureau would have very much liked to collect data separately for a number of size groups but dictates of resources and practicability necessitated the restriction of the number to only two.

Besides collecting data on conventional items, attempt was made to break fresh ground in several directions. A perusal of the schedule used for the Survey, given at Appendix II, would show that the scope of the Survey has been much wider than of any other previous one. Since an important object of the Survey was to study the changes that have taken place since the last all-India investigation was conducted by the Labour Investigation Committee, almost all aspects studied by the Committee were included in the scope of this Survey. However, as it was decided to adopt the establishment method of approach, such of the items (e.g., housing or living conditions and indebtedness) for which information could not be obtained from establishments themselves, were excluded. These aspects have been covered under Fresh Family Living Surveys conducted by the Bureau in 1958-59. Statistics relating to occupational wage rates and earnings were also not collected since a separate Occupational Wage Survey was conducted by the Bureau in 1958-59 and the work is in progress in respect of a second wage survey.

An entirely new field covered by this Survey is the study of labour cost in different industries. With the increasing weight assigned to principles of social justice and equity in dealings pertaining to labour problems, workers in India, as elsewhere, now enjoy many more benefits and amenities than ever in the past. Most of them are the consequences of statutory provisions, some are the results of adjudication awards or mutual agreements, and a few due to voluntary decisions of managements. Consequently, wages which workers receive are no longer the true indicators of their income or living standard. Similarly, for employers wages alone do not represent the

1. For more details see Appendix I — "A Brief Note on the Sample Design and Method of Estima".

expenses they have to incur on their working force. There has been a growing interest in the country in regard to the extent of supplementary benefits which workers in different industries are enjoying or additional expenses which employers have to incur on labour. The study of labour cost would aim at meeting this requirement. The data can serve many purposes. It would not only indicate the exact incidence of labour cost but also the relative importance and magnitude of its various components. Demand for labour is elastic and the extent of elasticity is, to a great extent, governed by the proportion which its cost forms to the total cost of production and the degree to which it can be substituted by machines. The statistics, therefore, are of interest not only to labour economists and planners but also to entrepreneurs. The value of the data would have been considerably enhanced if information regarding production could also be collected and if that could be related to per unit of output. But this was not possible as items of output differed not only from establishment but also within the same establishment from period to period. It may be mentioned that there is need for caution in the interpretation of the data. Since the extent to which various items of expenses go to relieve a worker or add to his income is rather debatable, it would not be correct to treat all of them as benefits to workers. Similarly, the amount spent by employers cannot be treated as net cost as in several cases there are off-setting savings. For instance, premium payments made for overtime work or night shift represent only the sums paid to workers on these accounts and do not take into consideration the savings to employers as a result of reduction in over-head costs.

A major gap in the field of labour statistics of the country had been the absence of representative data relating to labour turnover and absenteeism in factory industries. These items did receive the attention of earlier committees, etc., which enquired into conditions of labour, but perhaps due to the volume of work involved in collecting the data they had to be content with such statistics from a few establishments as they could readily get. During recent years, attempts have been made to collect regular statistics on these matters under some of the Acts, but in the absence of adequate response the statistics obtained could not assume a representative character. This Survey has attempted to fill this gap.

Endeavour was also made to collect information on certain important aspects of labour-management relations. Under the returns prescribed under the Indian Trade Unions Act, 1926, information is being obtained regarding the number of unions in various industries, their membership, sources of income and items of expenditure. No information, however, is available regarding the proportion of establishments where workers are unionised, the extent of multiplicity of unions, proportion of unions recognised by employers and the reasons for non-recognition. Similarly, little is known about the activities of unions. Information on all these aspects was collected in the course of the Survey. Other matters connected with employer-employee relations which have been covered are functioning of Works or Joint Committees, collective agreements, functions of Welfare or Labour Officers and the procedure for settling grievances. All this material can throw considerable light on the pattern of trade unionism

and the existing arrangements for maintaining cordial relations in various industries.

In the collection of information on certain conventional items also, efforts have been made to widen the scope to make the data more meaningful and complete. For instance, statistics pertaining to the composition of the working force have been obtained with further break-up by major occupational groups, e.g., professional, technical, administrative, executive, clerical, production, and watch and ward personnel. Such information throws light on the structure of labour force in various industries. These statistics can be of special value in a planned economy as they can indicate the different categories of workers required for a particular type of industry and the nature of employment opportunities which can be generated by developing a particular type of industry.

Every attempt has been made to make the reports of the Survey as exhaustive and detailed as possible so that they could serve as a source material for research students. Availability of accurate and latest information is an essential pre-requisite for any policy decision or planned action. It is hoped that the reports of the Survey would be able to meet this need as well. In the presentation of the data an effort has been made to reduce the information into quantitative terms to serve as a bench-mark for purposes of evaluation of changes at a future date. A recourse to general description has been resorted to only where the other type of treatment was not possible.

In a survey of this magnitude it was but natural that many problems had to be faced both in planning as well as execution. Most of these flowed from non-availability of up-to-date frames and absence or improper maintenance of records in many establishments. In many cases the field staff had to almost build up the required statistics from various sources. This naturally imposed a heavy demand on managements, particularly on their officers and staff, as often they had to spend considerable time in understanding the requirements and explaining the various sources from which the desired information could be compiled. The Bureau is deeply indebted to them. But for their whole-hearted co-operation this Survey would not have been possible.

The Central Statistical Organisation evinced considerable interest in the Survey and gave their advice not only in the designing of the Survey but also on various technical matters referred to them. Their contribution is gratefully acknowledged. Thanks are also due to the Chief Adviser, Factories, for tendering technical advice on items pertaining to health and safety of workers and in arranging for the training of the field staff in the collection of data on these matters. The Labour and Employment Division of the Planning Commission took pains in examining the schedule and instructions prepared for the collection of data and offered their suggestions.

I would like to place on record my debt of gratitude to the officials of the Bureau of Labour Statistics, U.S.A., Social Surveys Division, Ministry of Labour and Social Service, U.K., Economics and Research Branch, Department of Labour, Canada, and Labour Statistics and Research Division, Ministry of Labour, Japan, who were

extremely co-operative whenever they were consulted on any technical matters.

Valuable assistance was received from associations of employers and workers, particularly the Indian Jute Mills' Association, Labour Commissioners, as well as Chief Inspectors of Factories and other officials of State Labour Departments in the execution of the Survey. Their co-operation and assistance is gratefully acknowledged.

It has been no easy task to plan and execute a comprehensive survey of labour conditions in 46 industries spread throughout the country. The primary responsibility for successfully completing this assignment and bringing out the reports relating to the individual industries was borne by Shri B. N. Srivastava, Deputy Director, who, I must say, has fulfilled his onerous duties in an excellent and conscientious manner. Naturally, no single individual could be expected to do such a job all by himself. Shri Srivastava had to depend not only on the statistical data and other information supplied by the field staff, who had to carry on their work under trying conditions, but also on the statistical and editorial assistance he received from the Headquarters staff. This particular report, for instance, was drafted by Dr. J. N. Mongia, Assistant Director, who in turn, was ably assisted by Shri V. S. Rao, Investigator. The drafting of the report was considerably facilitated by the speed and accuracy with which the tabulation of data was completed by the Computers, specially Shri Dila Ram. The field work was done by Sarvashri N. K. Basu, K. C. Sharma, Mahesh Chandra, S. S. Kaul, H. G. Tehri and R. L. Bembey under the supervision of Sarvashri R. N. Mukherjee, H. K. Gogna and Harbans Singh. To these my thanks are due.

The views expressed in this report are not those of the Ministry of Labour and Employment, Government of India.

A. M. LORENZO

Director

Simla, 30th December, 1963

CHAPTER I

INTRODUCTION

1.01. The story of the jute fibre and the industrial activities associated with it is as old as it is fascinating. Being an important packing material of great commercial value, the jute fibre has been in use since long; Colin Gibson has traced the use of this fibre back to 800 B. C. or even earlier in the orient*. It made its appearance in the U.K. market in 1796, although it was only in 1854 that the first jute manufacturing activity ushered in a humming life at the banks of the Hooghly in India. Since then, the Industry in India has made rapid strides on the path of development, though facing many upheavals in its chequered career.

1.02. During the span of a century or so, the Indian Jute Industry has assumed gigantic proportions and stands head and shoulders above its counterparts in other countries, though at no stage, it has had monopoly of the world production of jute. However, in spite of the various setbacks, India still occupies a unique position in the world of jute, accounting, as it does, for about 73,000 looms i.e., about 53 per cent. of the aggregate world loomage**.

1.03. In respect of its size and importance, it occupies the pride of place in the economy of the country in general and West Bengal in particular. It has always played a significant role in the national economy, being a major earner of foreign exchange as well as providing means of livelihood to lakhs of persons both in agricultural and industrial spheres.

1.04. In as far as its employment potential in regard to industrial labour is concerned, it has been providing employment, at any time during the last about 30 years, to between 2 and 4 lakhs of workers. As among the textile industries, next to cotton mills, the highest average daily number of persons employed has been in the jute mills in the country†.

2. *Location and Growth of the Industry :*

2.01. As mentioned earlier, the Jute Industry in India is a little over a century old. It is located mainly in West Bengal, due to the proximity of raw material, and harbour facilities, etc., over a stretch of about 60 miles on both sides of the river Hooghly. On the western bank of the river, the mill area extends from Bansberia in the north to Uluberia in the south. On the eastern side, the area extends from Hazinagar in the north to Birlapur in the south. There are some

*'The Story of Jute'.

**'Jute in India (1958-59)', Directorate of Economics and Statistics, Ministry of Food and Agriculture.

†Labour Bureau : 'Indian Labour Statistics, 1962'.

units of the Industry in the States of Bihar, Uttar Pradesh, Madhya Pradesh and Andhra Pradesh also. The State-wise distribution of factories along with thier respective employment appears in Statement 1.01.

2.02. Till about the middle of the 19th century, a flourishing jute handloom industry existed in Bengal which accounted for the entire volume of export of jute fabrics from India. This prosperity was, however, eclipsed by the growth of mechanical manufacture of jute products in Dundee and in the Calcutta industrial area. The decadence of the indigenous industry actually started when the first jute mill was established in Dundee in 1835. The first power-driven spinning mill was started at Serampur in 1855 but the weaving was done by hand till 1859 when power-driven looms were installed. On account of severe competition offered by the power-driven industry, the handloom industry started declining, though it tried to hold some ground till 1884, and ceased to exist nearabout 1885.

2.03. During 1860 to 1873, only 5 companies were operating with a total loomage of 1,250. In 1885, their number increased to 11 and 6,700 respectively. The Industry has been making steady progress ever since and at the end of the First World War, there were 73 mills with a total loomage of 39,700. The tempo of progress continued and by 1944 there were 91 jute mills in the country of which 81 were in West Bengal, 4 in Andhra Pradesh and 3 each in Bihar and Uttar Pradesh.

2.04. An important event in the history of the Jute Industry was the partition of the country. Before partition, the bulk of jute (over 80%) produced in undivided India, came from Bengal, where almost all Jute factories were also located. As such the story of the Jute Industry in India has really been a story of Jute Industry in Bengal. The division of the country found the two new independent countries in an unenviable position as regards Jute Industry. The area in the Province of Bengal producing the best quality jute and accounting for almost three-fourths of its production passed to Pakistan while most of the mill industry remained located in the Indian Union. Unsettled conditions in the immediate post-Independence period and loss of easy accessibility to sources of supply of jute brought about a persistent crisis and the Industry, in order to conserve and make a rational use of "the golden fibre", had to work its complement of machinery at depleted strength. As recently as in 1950-51, India had to import nearly 50 per cent. of its requirements of raw jute from Pakistan. No doubt, efforts made during the course of the two Five Year Plans have succeeded in improving the raw jute position and, in 1958, for the first time, self-sufficiency in jute was achieved. It is reported that the year 1962 has been an exceptionally good one, owing to a bumper jute crop and excellent demand for manufactured goods. As a consequence, almost the entire installed capacity of the Industry, consisting of about 73,000 looms, is reported to have been utilised to the maximum extent possible, during this year*.

2.05. The pattern of development of the Industry alongwith the trend of employment is reflected in Statement 1.01.

STATEMENT 1.01

State-wise Distribution of Jute Factories in India and Average Employment therein

Year	States						Total
	Andhra	Assam	Bihar	Madhya Pradesh	Uttar Pradesh	West Bengal	
1	2	3	4	5	6	7	8
1929	4 (6,274)	1 (826)	1 (826)	---	---	90 (3,39,665)	95 (3,46,765)
1934	4 (6,495)	---	2 (2,474)	---	1 (3,029)	93 (2,51,741)	100 (2,63,739)
1939	3 (5,238)	---	3 (5,172)	---	3 (7,328)	97 (2,81,229)	106 (2,98,967)
1944	4 (7,271)	---	3 (5,843)	---	3 (8,356)	81 (2,67,193)	91 (2,88,663)
1948	4 (7,140)	---	3 (6,388)	1 (1,056)	3 (7,495)	89 (3,07,350)	100 (3,29,429)
1949	4 (7,108)	---	3 (6,232)	1 (920)	3 (6,852)	94 (3,01,047)	105 (3,22,159)
1950	4 (4,015)	---	4 (6,144)	1 (891)	3 (6,729)	97 (2,85,585)	109 (3,03,364)
1951	4 (7,261)	---	4 (6,403)	1 (840)	3 (6,610)	98 (2,81,093)	110 (3,02,207)
1952	5 (7,628)	---	3 (6,184)	1 (799)	3 (6,655)	98 (2,71,661)	110 (2,92,927)
1953	5 (7,178)	---	3 (5,839)	1 (794)	3 (6,610)	99 (2,51,921)	111 (2,72,342)
1954	4 (6,512)	---	3 (5,989)	1 (821)	3 (6,305)	100 (2,51,910)	111 (2,71,537)
1955	4 (6,363)	---	3 (6,112)	1 (718)	3 (5,450)	97 (2,45,803)	108 (2,64,446)
1956	4 (6,574)	---	3 (6,014)	1 (876)	3 (6,302)	101 (2,53,632)	112 (2,73,398)
1957	4 (7,464)	---	3 (5,916)	1 (874)	3 (6,299)	100 (2,36,059)	111 (2,56,612)
1958	4 (8,211)	---	3 (6,126)	1 (815)	3 (6,144)	87 (2,21,398)	98 (2,42,694)
1959	4 (7,694)	---	3 (5,563)	1 (650)	3 (6,233)	84 (2,10,254)	95 (2,30,394)
1960	4 (7,689)	1 (90)	3 (4,788)	1 (593)	3 (5,900)	83 (2,12,548)	95(P) (2,31,608)

Source : 'Indian Labour Year Book' and 'Indian Labour Statistics'

(P) Provisional.

NOTE--Figures within brackets show the Estimated Average Daily Employment.

It will be seen from the Statement that though the number of jute factories in States other than West Bengal remained almost the same from 1950 to 1960, the total number of factories in India decreased from 109 to 95 during the same period. This was mainly due to decline in the number of factories in West Bengal which fell from 97 to 83.

2.06. The reasons are not far to seek. The Industry had started earning odium when one factory after another was getting closed as uneconomic units and the production activities of these units were transferred to other modernised units. ~~any~~ Industry was left with no alternative but to modernise and ~~1st~~ ^{1st} economy as not only its near monopolistic position as a supplier in the world market but the very superiority of jute fabric as ~~the~~ ^{the} most economical and effective packaging material was seriously challenged. Various substitute packaging materials made their ~~an~~ ^{an} appearance and many traditionally importing countries started manufacturing jute fabrics, even if uneconomically. The strongest challenge was from Pakistan. It had not only the advantage of growing the finest variety of jute but also of the most modernised mills. Steps taken by managements to effect rationalisation and economy could not apparently leave the employment of workers unaffected which, consequently, declined significantly.

2.07. As a consequence of these developments, the Government of West Bengal appointed an *ad-hoc* Committee (M. C. Bannerji Committee) on 21st August, 1957. The Committee reviewed the existing position and evolved a procedure (on 30th Sept. 1958) for the bonafide closure of mills.

The main points of the Scheme were that :

- “(i) rationalisation should not involve any involuntary loss of employment to existing personnel.
- (ii) in all cases of transfer resulting from modernisation, rationalization or closure, 6 weeks' notice would be given to the workers concerned. The State Government would also be notified 8 weeks in advance so that appropriate arrangements could be made for the re-absorption of displaced workers through a proper distribution of loom-hours, etc.
- (iii) a comprehensive list of the existing *Badli* workers in the different jute mills should be prepared and furnished to the State Government as early as possible. For the present, the list should be frozen as on the 2nd August, 1958. There should be no further fresh recruitment until the *Badli* workers on this list had been suitably absorbed.”*

2.08. It is understood that, now, the jute mills in India are not effecting any retrenchment on a large scale but are also not filling up those vacancies which are caused due to natural wastage (i.e., deaths or retirement) except under special circumstances when

these vacancies are filled up by suitable men from the *Badli* list which has been frozen on 2nd August, 1958, as per recommendations of the above Committee.**

3. *Genesis of the Survey :*

3.01. The first comprehensive survey of conditions of labour in various industries in India on a country-wide basis was conducted by the Royal Commission on Labour during 1929-31. Its report and findings formed the basis of various ameliorative measures. After a lapse of over a decade, i.e., in 1944, the Government of India appointed another Committee, viz., the Labour Investigation Committee, to enquire into the conditions of labour in all important industries. The Committee conducted detailed investigations in 38 Industries, including the Jute Industry, during 1944-45 and, besides a main report on Labour Conditions in general, published individual reports in respect of various industries. These reports provided valuable material for the formulation of labour policy. The years that followed witnessed many changes of far-reaching significance. For instance, many legislative measures were adopted to improve working and living conditions and several schemes were introduced for promoting welfare and social security of workers. The setting up of the adjudication machinery also led to improvement in conditions of work and wages in various industries. Above all, the attainment of Independence by the country gave a new status to the working classes. In view of these developments, the Ministry of Labour, Government of India as well as the Planning Commission considered it necessary that a fresh comprehensive survey of labour conditions in various industries should be conducted so that it may be possible to assess the effects of the various measures adopted in the past and obtain a precise picture of the existing conditions and problems of labour for purposes of deciding the future course of action. Accordingly, a scheme for the conduct of a Survey of Labour Conditions was included in the Second Five Year Plan and the Labour Bureau was entrusted with the execution of this Scheme.

4. *Scope and Design :*

4.01. A note attached to the Report gives details relating to the sample design and method of estimation adopted. In view of the absence of a complete list of all jute mills, the Survey was confined to establishments registered under the Factories Act, 1948. In view of the heavy concentration of factories in West Bengal, this region was treated as a separate regional stratum (referred to as 'Centre' in the Report). The Labour Investigation Committee had also given separate treatment to this region (Bengal), and it was now felt that if separate estimates were obtained for this stratum, it may be possible to study the changes that have taken place in this important centre of the Industry. All other jute factories or areas were clubbed together to form the Residual Stratum. Thus, Uttar Pradesh, Madhya Pradesh, Andhra Pradesh and Bihar formed the latter stratum.

**'Report of the Official Committee', 1960, Government of West Bengal.

4.02. Earlier investigations had indicated the existence of wide variations in conditions of work, standards of welfare and amenities, etc., in the units of different size groups in various industries. It was, therefore, considered desirable to collect data separately for establishments of different sizes. In the light of the resources available and from the point of view of practicability it was decided that for the purposes of the Survey jute mills may be divided into two size groups—large and small. For this purpose the stratification point used for the Wage Census conducted by the Labour Bureau in 1958-59 was utilised. The sampling rate adopted was 33.3 per cent. for all the large-size factories in the country, 16.7 per cent. for the small-size factories in West Bengal and 12.5 per cent. for the small-size factories in the Residual Stratum.

4.03. The following Statement shows the number of jute factories together with the number of workers employed therein (a) in the frame, (b) in samples and (c) in samples actually covered :

STATEMENT 1.03

Number of Factories and Workers in the Frame, Sample, etc.

Regional Stratum (Centre)	In the Frame (1958)		Sample selected		In the Sample ultimately covered	
	Number of Factories	Number of Workers	Number of Factories	Number of Workers employed	Number of Factories	Number of Workers employed
1	2	3	4	5	6	7
<i>West Bengal</i> ..	87	2,21,398	19	57,013	18 (20.7)	55,242 (25.0)
(a) Large factories	24	99,336	8	34,163	8 (33.3)	34,163 (34.4)
(b) Small factories	63	1,22,062	11	22,850	10 (15.9)	21,079 (17.3)
2. <i>Residual</i>	11	20,398	3	7,362	3 (27.3)	7,362 (36.1)
(a) Large factories	4	11,758	2	6,192	2 (50.0)	6,192 (52.7)
(b) Small factories	7	8,640	1	1,170	1 (14.3)	1,170 (13.5)
3. <i>All-India</i>	98	2,41,796	22	64,375	21 (21.4)	62,604 (26.0)
(a) Large factories	28	1,11,094	10	40,355	10 (35.7)	40,355 (36.3)
(b) Small factories	70	1,30,702	12	24,020	11 (15.7)	22,249 (17.0)

NOTE—Figures within brackets in Cols. 6 and 7 are percentages to total number of factories and workers as given in Cols. 2 and 3 respectively.

4.04. From the figures given in the Statement above, it would be seen that the Survey ultimately covered nearly 21 per cent. of the jute factories and 26 per cent. of the workers employed therein. Since

only those factories came in the sample as featured in the frame and it was not possible to take account of new factories which came into being during the period of the Survey, the information given in this Report should be treated to relate to conditions in the factories which were in existence during the period to which the frame relates and which continued to exist at the time of the Survey.

4.05. The data were collected by personal visits of the field staff of the Bureau. With a view to testing the schedule and instructions prepared for the Survey as also to impart training to the field staff, a pilot enquiry was conducted in September and October 1959. On the basis of the experience of this enquiry, the schedule and instructions were suitably revised. The main field enquiry was launched in late December 1959 and ended in June 1961. Since the enquiry in essence was during 1960 and 1961, the data, except where specifically mentioned, should be treated to relate to this period.

CHAPTER II

EMPLOYMENT

1.01. The employment potential in the jute mills in West Bengal and elsewhere has been showing a downward trend in the last few years for reasons already mentioned in the previous chapter. It can be seen from Statement 1.01 that during the period of about 3 decades (i.e., from 1929 to 1960), the number of workers had gone down considerably—from about 3.47 lakhs in 1929 to about 2.32 lakhs in 1960, a decrease of as much as about 33 per cent. As between the year 1944, when the Labour Investigation Committee had conducted a similar enquiry, and 1960, the number of factories increased from 91 to 95, but the total number of workers dropped from 2.89 lakhs to 2.32 lakhs i.e., by about 20 per cent.

1.02. During the course of the present Survey, with a view to maintaining uniformity for the purposes of comparison, data in respect of employment were collected from different establishments for a fixed date, i.e., 31st December, 1959. On the basis of these data, it was found that the total estimated number of workers employed on the above-mentioned date, stood at 2,39,140. This figure, however, differs from the statistics of the Factories Act for the year 1959 (2,30,394) because whereas the former relates to number of persons on roll on a particular date, the latter is the average daily employment for the whole year. Secondly, the former includes even those employees who were not deemed to be covered under the Factories Act—their number being 3,031 (1.27%) on the specified date. The latter, apparently, does not take such employees into account.

2. Composition of Working Force :

2.01. *Distribution By Broad Occupational Groups:*— For the purposes of the present Survey, the internationally accepted classification* of workers was followed, according to which the workers have been classified into the following categories :—

- (a) Professional, Technical and Related Personnel.
- (b) Administrative, Executive and Managerial Personnel.
- (c) Clerical and Related Workers (including Supervisory).
- (d) Production and Related Workers (including Supervisory).
- (e) Watch and Ward and Other Services.

2.02. The following Statement (2.01) gives details in respect of the above occupational groups as revealed by the Survey.

The Statement shows that the 'production and Related Workers' constituted the bulk of the working force and for obvious reasons. This group was followed by 'Watch and Ward. and 'Clerical and Related and Workers'. This holds true in the case of both West Bengal and the Residual Group. There seemed to be a sprinkling of

*International Standard Classification of Occupation

STATEMENT 2.01*

Distribution of Workers by Broad Occupational Groups
(December 1959)

Centre	Estimated Total Number of Workers	Profes- sional, Technical and Related Personnel	Adminis- trative, Executive and Mana- gerial Personnel	Clerical and Re- lated Workers (including Supervisory)	Produc- tion and Related workers (including Super- visory)	Watch and Ward and Other Services
1	2	3	4	5	6	7
1. <i>West Bengal</i>	215,501	2,332 (1·08)	437 (0·20)	6,267 (2·91)	1,98,839 (92·27)	7,626 (3·54)
(a) Large factories	1,05,756	1,012 (0·96)	180 (0·17)	2,934 (2·77)	97,501 (92·20)	4,129 (3·90)
(b) Small factories	1,09,745	1,320 (1·20)	257 (0·23)	3,333 (3·04)	1,01,338 (92·34)	3,497 (3·19)
2. <i>Residual</i>	23,639	112 (0·47)	51 (0·21)	553 (2·35)	22,328 (94·45)	595 (2·52)
(a) Large factories	12,969	53 (0·41)	29 (0·22)	309 (2·38)	12,344 (95·18)	234 (1·81)
(b) Small factories	10,670	59 (0·55)	22 (0·21)	244 (2·29)	9,984 (93·57)	361 (3·38)
3. <i>All-India</i>	2,39,140	2,444 (1·02)	488 (0·20)	6,820 (2·85)	2,21,167 (92·49)	8,221 (3·44)
(a) Large Factories	1,18,725	1,065 (0·90)	209 (0·18)	3,243 (2·73)	1,09,845 (92·52)	4,363 (3·67)
(b) Small factories	1,20,415	1,379 (1·15)	279 (0·23)	3,577 (2·97)	1,11,322 (92·45)	3,858 (3·20)

*Data relate to both 'Covered' and 'Not-Covered' under the Factories Act.

NOTE—Figures within brackets indicate percentages to the total.

the first two categories of employees viz., 'Professional, Technical and Related' and 'Administrative, Executive and, Managerial'.

3. *Distribution by 'Covered' and 'Not Covered' under Factories Act.*

According to the Factories Act, 1948, a worker has been defined as "a person employed directly or through any agency, whether for wages or not, in any manufacturing process, or in cleaning any part of the machinery or premises used for a manufacturing process, or in any other kind of work incidental to, or connected with the manufacturing process or the subject of the manufacturing process". But it was noticed, during the course of the Survey, that the above definition was being interpreted differently, from unit to unit. Whereas some units had included certain categories of employees (particularly Watch and Ward) among those covered under the Factories Act, others tended to exclude them. However, as would be seen from the following Statement (2.02), by and large, only slightly more than 1 per cent. of the workers were not covered under the Act. Production and Related Workers in all the jute factories in the country were found covered under the Act.

As is clear from Statement (2.02), a few workers were not covered under the Factories Act in both the 'centres', the percentage of such workers being higher (about 2.3) in the Residual Group of factories.

STATEMENT 2.02
Distribution of Estimated Number of Workers Covered and Not Covered under the Factories Act, 1948.
 (December, 1959)

Centre	Professional, Technical and Related Personnel		Administrative, Executive and Managerial Personnel		Clerical and Related Workers (including Supervisory)		Production and Related Workers (including Supervisory)		Watch and Ward and Other Services		Total	
	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered	Covered	Not Covered
1	2	3	4	5	6	7	8	9	10	11	12	13
1. <i>West Bengal</i>	1,789 (76·72)	543 (23·28)	208 (47·60)	229 (52·40)	5,697 (90·90)	570 (9·10)	1,98,839 (100·00)	—	6,477 (84·93)	1,149 (15·07)	2,13,010 (98·84)	2,491 (1·16)
(a) Large factories	785 (77·57)	227 (22·43)	93 (51·67)	87 (48·33)	2,806 (95·64)	128 (4·36)	97,501 (100·00)	—	4,033 (97·67)	96 (2·33)	1,05,218 (99·49)	538 (0·51)
(b) Small factories	1,004 (76·06)	316 (23·94)	115 (44·75)	142 (55·25)	2,891 (86·74)	442 (13·26)	1,01,338 (100·00)	—	2,444 (69·89)	1,053 (30·11)	1,07,792 (98·22)	1,953 (1·78)
2. <i>Residual ..</i>	84 (75·00)	28 (25·00)	15 (29·41)	36 (70·59)	501 (90·60)	52 (9·40)	22,328 (100·00)	—	171 (28·74)	424 (71·26)	23,099 (97·72)	540 (2·28)
(a) Large factories	32 (60·38)	21 (39·62)	8 (27·59)	21 (72·41)	309 (100·00)	—	12,344 (100·00)	—	164 (70·09)	70 (29·91)	12,857 (99·14)	112 (0·86)
(b) Small factories	52 (88·14)	7 (11·86)	7 (31·82)	15 (68·18)	192 (78·69)	52 (21·31)	9,984 (100·00)	—	7 (1·94)	354 (98·06)	10,242 (95·99)	428 (4·01)
3. <i>All-India ..</i>	1,873 (76·64)	571 (23·36)	223 (45·70)	265 (54·30)	6,198 (90·88)	622 (9·12)	2,21,167 (100·00)	—	6,648 (80·87)	1,573 (19·13)	2,36,109 (98·73)	3,031 (1·27)
(a) Large factories	817 (76·71)	248 (23·29)	101 (48·33)	108 (51·67)	3,115 (96·05)	128 (3·95)	1,09,845 (100·00)	—	4,197 (96·20)	166 (3·80)	1,18,075 (99·45)	650 (0·55)
(b) Small factories	1,056 (76·58)	323 (23·42)	122 (43·73)	157 (56·27)	3,083 (86·19)	494 (13·81)	1,11,322 (100·00)	—	2,451 (63·53)	1,407 (36·47)	1,18,034 (98·02)	2,381 (1·98)

NOTE—Figures within brackets indicate percentages to the groups.

4. Employment of Women :

4.01. Jute Industry is one of those Indian industries which have been employing a sizeable number of women workers. However, during the last few decades, a gradual decline in the number of women employed has been in evidence. This declining trend was commented upon by the Labour Investigation Committee which pointed out that, between 1931 and 1943, the percentage of women to the total working force in jute mills in Bengal fell from 15.8 to 12.4. In 1944, there was a slight increase (i.e. 13.48%) but this was largely due to prevailing shortage of labour at that time and, in fact, subject to the check in this year it continued to follow its course. A study of economic and social status of women workers in India made by the Labour Bureau in 1951 showed that, between the period 1945 to 1950, the percentage of women workers in the Jute Industry in the country declined from 13.5 to 12.4. Information collected in the course of this study revealed that the main factors responsible for the declining trend were :*

- “(1) Statutory obligations imposed upon employees e.g., restriction on night work of women, restrictions regarding lifting of weights, maternity benefits, obligation regarding maintenance of creches, etc.
- (2) Rationalisation and introduction of new machines. The new machines which are being installed to eliminate various manual processes being performed by women. Moreover, some of the machines involve more strain which women cannot bear.
- (3) In the softener feeder section, one of the main sections where women were employed, employment of women has been prohibited under the West Bengal Factories Rules. This ban was imposed as a result of a number of serious accidents which occurred due to the entanglement of bangles or saris of women while feeding jute to machines.”

4.02. In 1958, the Government of West Bengal constituted a Committee (G. C. Roy Committee) to conduct an enquiry into the causes of reduction in the number of women workers employed in the Jute Industry and to suggest measures for safe-guarding the employment interests of such women workers. The Committee confirmed the earlier conclusions in respect of the declining tendency in the employment of women and in order to protect the employment interests of women workers in the Jute Industry, suggested the implementation of the following measures :—

- “(a) Adjustment of working hours per shift to meet the requirements of the existing law.
- (b) Training of selected women as operatives on modern high-speed machinery.

- (c) Separation of the running maintenance work and any other work of non-productive nature from productive work.
- (d) Amendment, if possible, of rule 57 of the West Bengal Factories Rules, 1958, in respect of the method of movement only of certain loads in excess of 65 lbs."*

4.03. Nevertheless, the declining trend has persisted as is evident from the following Statement, prepared on the basis of returns received in the Bureau, from factories submitting returns under the Factories Act.

STATEMENT 2.03

Total Employment in Jute Mills and the Proportion of Women therein

Year							Total Number of Workers	Number of Women Workers	Percentage of Women Workers to total employed
1							2	3	4
1957	..	..	..	..	..	..	2,53,662	16,192	6.38
1958	..	..	..	..	..	..	2,42,694	12,461	5.13
1959	..	..	..	..	..	..	2,28,682	10,573	4.62
1960	..	..	..	..	..	..	2,31,518	10,165	4.39
1961	..	..	..	..	..	..	2,13,135	8,922	4.19

4.04. The results of the present Survey also show that there has been a reduction in the number of women workers in the Industry. The following Statement shows that although most of the units selected for the Survey were found employing women, the percentage of women workers to the total employed in the Industry on 31st December, 1959 was very low, being about 4.2 per cent. only. It also shows that whereas in the Residual Group, the proportion of women workers constituted only 1.9 per cent. of the total employment, in jute factories in West Bengal the percentage was higher i.e., 4.4. In West Bengal, the proportion of women workers to the total working force in large as well as small factories was more or less the same but, in the Residual Group, women were predominantly employed only in large jute mills; in small mills they constituted only 0.3 per cent. of the total. This accounts for the low percentage in the Residual Group.

* Report' p. 5.

STATEMENT 2.04

Proportion of Women Workers to the Total Labour Force in the Jute Industry*
(December, 1959)

Centre	Total Number of Factories	Percentage of Factories employing women	Estimated total Number of workers employed	Estimated Number of women workers@	Percentage of women workers to the total women workers in the Industry
1	2	3	4	5	6
1. <i>West Bengal</i> ..	84	92.9	2,15,501	9,543(4.4)	95.4
(a) Large factories	24	100.0	1,05,756	5,031(4.8)	92.3
(b) Small factories	60	90.0	1,09,745	4,512(4.1)	99.2
2. <i>Residual</i> ..	11	100.0	23,639	457(1.9)	4.6
(a) Large factories	4	100.0	12,969	421(3.2)	7.7
(b) Small factories	7	100.0	10,670	36(0.3)	0.8
3. <i>All-India</i> ..	95	93.7	2,39,140	10,000(4.2)	100.0
(a) Large factories	28	100.0	1,18,725	5,452(4.4)	100.0
(b) Small factories	67	91.1	1,20,415	4,548(3.8)	100.0

*Both 'Covered' and 'Not Covered' under the Act.

@Figures within brackets indicate percentage to the total number of Workers employed.

4.05. Data were also collected in respect of the distribution of women workers into various occupational groups, which have been summarised in the Statement given below :—

STATEMENT 2.05

Distribution of Women Workers by Broad Occupational Groups*
(December, 1959)

Centre	Number of Factories	Estimated total Number of Women employed	Percentage distribution of Women Workers into				
			Professional, Technical and Related Personnel	Administrative and Personnel etc.	Clerical and Related Workers	Production and Related Workers	Watch and Ward and Other Services
1	2	3	4	5	6	7	8
1. <i>West Bengal</i> ..	84	9,543	0.2	—	—	96.3	3.5
(a) Large factories	24	5,031	0.1	—	—	96.7	3.2
(b) Small factories	60	4,512	0.4	—	—	95.9	3.7
2. <i>Residual</i> ..	11	457	0.8	—	—	91.9	7.3
(a) Large factories	4	421	0.9	—	—	98.2	0.9
(b) Small factories	7	36	nil	—	—	20.0	80.0
3. <i>All-India</i> ..	95	10,000	0.3	—	—	96.1	3.6
(a) Large factories	28	5,452	0.2	—	—	96.8	3.0
(b) Small factories	67	4,548	0.4	—	—	95.3	4.3

*Data relate to 'Covered' and 'Not Covered' under the Act. Separate figures for 'Not Covered' have not been given because of their insignificant number

4.06. About 96 per cent. of the women employed in the Jute Industry were engaged in production and related processes, with West Bengal employing 96.3 per cent. and the Residual Group 91.9 per cent. These women production workers were engaged on such processes as sewing of gunny bags, drawing feeders, roving feeders, breaker feeders, warp winding, spool winding, spun winding, teasers, etc., in the Preparing/Batching, Finishing/Sewing and Winding departments. These departments alone accounted for 89.7 per cent. of the women employed in the production and related processes, their respective percentages being 41.7, 36.1 and 11.9. The balance was distributed among other departments such as Spinning (3.9%), General (3.0%), Rolling (1.0%), Sanitation (0.3%), Weaving (0.3%), Twisting (0.1%) and others (1.7%), where women workers were employed as twistors, sweepers, bobbin cleaners, scavengers, etc. Not a single woman worker had been employed, anywhere in the Industry, on administrative or clerical posts. A few who were in the group, 'Professional, Technical and Related Workers' were employed as nurses, lady doctors, etc., and they accounted for only 0.3 per cent. of the total women workers. The remaining i.e., about 3.6 per cent. of total women in the Jute Industry, were employed as sweepers, creche attendants, *ayahs*, etc., who formed the 'Watch and Ward and Other Services' group.

4.07. As between different 'centres,' some disparities have been noticed in the distribution of women workers by departments, etc., in mills in West Bengal and the Residual Group. For example, the percentage of women employed in Preparing/Batching, and Finishing/Sewing departments in West Bengal was 42.5 and 35.0 respectively whereas the same in the Residual Group was 23.0 and 60.2 respectively. Again, whereas in the Residual Group, no woman worker was found employed in Spinning, Rolling, General and Weaving departments, in West Bengal, all of these departments had women workers, their percentages being 4.1, 1.1, 3.1 and 0.3 respectively.

5. Time and Piece-Rated Workers :

Data were collected in respect of time-rated and piece-rated workers also. Figures relate to both categories of workers—those employed directly and through contractors and covered under the Factories Act. It was noticed that in West Bengal, about 55.9 per cent. of workers were time-rated and the rest (about 44.1%) were piece-rated. The corresponding figures were 52.4 per cent. and 47.6 per cent. for the Residual Group and 55.5 per cent. and 44.5 per cent. respectively for the whole of India.

The Statement (2.06) shows that whereas amongst the men workers, the time-rated outnumbered the piece-rated workers, it was not always so in the case of women. Although overall average for the whole of the country was almost the same for both categories amongst women workers i.e., 50.1 per cent. and 49.9 per cent. respectively, in the Residual Group, the percentage of women piece-rated workers was a little less than the double of time-rated workers i.e., as against the position in West Bengal and the country as a whole, nearly one-third of total women employed in the Residual Group were on time rates and two-thirds on piece rates.

STATEMENT 2.06

Percentage Distribution of Production Workers by Methods of Payment

(December, 1959)

Centre	Estimated total number of Production Workers	Distribution of Workers		Percentage distribution of Workers by sex and method of payment			
		Time-rated	Piece-rated	Men		Women	
				Time-rated	Piece-rated	Time-rated	Piece-rated
1	2	3	4	5	6	7	8
1. <i>West Bengal</i> ..	1,98,839	1,11,062 (55.9)	87,777 (44.1)	56.1	43.9	50.8	49.2
(a) Large factories	97,501	54,269 (55.7)	43,232 (44.3)	55.8	44.2	53.4	46.6
(b) Small factories	1,01,338	56,793 (56.0)	44,545 (44.0)	56.4	43.6	47.9	52.1
2. <i>Residual</i> ..	22,328	11,702 (52.4)	10,626 (47.6)	52.7	47.3	34.8	65.2
(a) Large factories	12,344	6,821 (55.3)	5,523 (44.7)	55.9	44.1	35.4	64.6
(b) Small factories	9,984	4,881 (48.9)	5,103 (51.1)	48.9	51.1	-	100.0
3. <i>All-India</i> ..	2,21,167	1,22,764 (55.5)	98,403 (44.5)	55.8	44.2	50.1	49.9
(a) Large factories	109,845	61,090 (55.6)	48,755 (44.4)	55.8	44.2	52.0	48.0
(b) Small factories	1,11,322	61,674 (55.4)	49,648 (44.6)	55.7	44.3	47.8	52.2

NOTE—Figures within brackets are percentages to total number of workers.

6. Contract Labour :

6.01. According to the Labour Investigation Committee, there was very little contract labour in the jute mills in West Bengal. Their finding was that only 1.67 per cent. of the labour force was employed through contractors although 0.44 per cent. of this was paid by the employers themselves. Thus, only 1.23 per cent. of the labour force was employed and paid by the contractors. They had further observed that about 50 per cent. of the mills employed contractors' labour, although to a very small extent. These mills were reported to be exercising little or no control over contractors' labour although it was understood that such labour did not suffer from inferior conditions of work or wages as compared to labour directly employed. However, while discussing the evils of employing contractors' labour, the Committee had remarked that "the contract system undoubtedly enables the principal employer to escape most of the provisions of the Labour Acts"*. Abolition of contract labour featured as one of the issues in a dispute between jute mills in West Bengal and their employees in 1947. The Tribunal, which was appointed to adjudicate, agreed with the observations of the Labour Investigation Committee and recommended that the system of the employment of contract

labour in the jute mills concerned for the purpose of unloading and loading of raw jute and finished products or for any other essential process in the manufacture of jute products should be abolished immediately, if it had not already been done, and all labour for such work should be employed directly by the management of the mills.

6.02. The present Survey shows that the jute mills in West Bengal had completely implemented the recommendation of the Tribunal and at the time of the Survey not even a single factory surveyed in the State was found to be employing contract labour. However, a few establishments (about 4% of the total establishments in the country) belonging to the Residual Group were found employing such labour. The number of such workers was very small, being only .05 per cent. of the total number employed in the Industry. They were usually engaged on jobs like repairing parts of machinery and handling raw jute and coal. The main reasons for their employment were that either they were found possessing specialised knowledge for the job or because the work was of an intermittent nature.

7. Systems of Recruitment :

7.01. Recruitment through intermediaries had been a bane of the Indian industries. In the early stages of the Jute Industry, too, the *Sardars* were employed as recruiting agents to overcome the difficulties arising from the dearth of labour and they were depended upon as an intermediary for establishing contact with labour for the purpose of recruitment.

7.02. The evils attendant on the system of recruitment of labour through an intermediary were noticed by the Royal Commission on Labour in India and it had condemned the system*, with regard to its general undesirable features including the temptations to which the intermediary *Sardar* was exposed to and the evils of corruption and exploitation. The system was similarly condemned by the Labour Investigation Committee**. The Jute Tribunal (1948), while pointing out that they had no objection to the continuance of the employment of *Sardars* as Line *Sardars* or Foremen or members of the supervisory staff generally, however, directed that their employment for recruiting labour or of vesting *Sardars* with powers of interfering with the appointment or discharge of workers, permanent or temporary, be abolished immediately. They further recommended that a labour bureau should be established in every jute mill as soon as practicable, if it had not already been established, and all appointments of permanent and temporary workers should be made by the managements, as far as practicable, in accordance with the recommendations of the Labour Officer, if any, in charge of the Bureau***.

7.03. During the course of the present Survey, it was found that direct recruitment of workers was most popular in the Jute Industry in various parts of the country. There was a labour bureau

*'Report' pp. 23-24.

***'Main Report', pp. 79-80.

****'Award' p.55.

in each of the establishments surveyed in West Bengal and a Labour Officer was incharge of the same.

7.04. Thus, in West Bengal, about 97 per cent. of the employees (a majority of whom were production workers) were recruited through the labour bureaus directly. The remaining i.e., 3 per cent. (belonging mostly to technical, administrative and clerical categories) were recruited by head offices or by the managing directors, etc. In the Residual Group, recruitment at the factory gate accounted for about 81 per cent. of the employees, about 17 per cent. were recruited through labour officers while the remaining either through the employment exchanges (1.5%) or through departmental heads (0.5%). The position at the all-India level was that about 89 per cent. of the employees had been recruited through the labour bureau (or offices), about 8 per cent. at the factory gate while the rest either through the head office (2.7%) or through the departmental heads (0.2%) or through the employment exchanges (0.1%).

8. *Employment Status :*

8.01. The Labour Investigation Committee had observed that, till the time of their enquiry there was no regular system of classifying the workers into permanent, temporary, etc. in the jute mills in West Bengal. They had further observed that the Indian Jute Mills Association had under consideration a set of draft rules regarding service conditions in which provision had been made for the classification of workers.

8.02. Subsequently, the Industrial Employment (Standing Orders) Act, 1946, was passed and it became obligatory for all the jute mills in the country to frame standing orders. This issue was also taken up by the Jute Tribunal (1948) and they directed that the date (on which the standing orders will come into force) "shall be identical with the date on which our Award will come into force".*

8.03. The present Survey has revealed that about 94 per cent. of the jute factories surveyed had framed standing orders and thereby introduced a system of classification of workers into different categories. The following Statement shows the proportion of different categories of 'production and related' workers : (a)

STATEMENT 2.07

Percentage Distribution of 'Production and Related Workers' by Employment Status (December, 1959)

Centre	Estimated total Number (Production workers) Employed Directly	Perma- nent Workers	Proba- tioners	Tem- porary Workers	Badlis	Casual Workers	App- rentice
1	2	3	4	5	6	7	8
1. West Bengal	.. 1,98,839	70.2	—	3.9	19.9	5.8	0.2
2. Residual	.. 22,207	73.4	—	—	24.7	—	0.2
3. All-India	.. 2,21,046	70.5	—	3.5	20.4	5.4	0.2

*Award; p. 58.

@*Data were collected in respect of 'Production and Related Workers' only.

It is clear from Statement 2.07 that the permanent and *badli* workers constituted a majority of the working force in the Jute Industry—the overall average (all-India) for the two categories being 70.5 per cent. and 20.4 per cent. respectively. Though the percentage of temporary workers appears to be very small, yet it is quite likely that some of the temporary workers may be actually being called *badli* or casual workers. The proportion of casual workers was much more in West Bengal than in the Residual Centre.

8.04. As regards *Badli* labour, the units maintained registers showing the names and other particulars of such workers. On the basis of merits and service experience they were registered in order of preference, and employment provided to them as and when work was available. Attempts were made to offer equal opportunities to each registered *badli* worker who was usually employed for a period of one to two weeks in a month.

8.05. As mentioned elsewhere in the Report, as a consequence of the appointment of M. C. Bannerji Committee by the Government of West Bengal, lists of existing *badli* workers in the different jute mills were asked for by the State Government. The lists thus prepared were frozen as on the 2nd August, 1958. These frozen lists of *badlis* were received by the State Governments from 59 companies covering 79 Jute mills under the membership of Indian Jute Mills Association. The distribution of *badlis* in the frozen list in the different departments of jute mills was as below :—*

<i>Department</i>	<i>No. of Badlis</i>
Batching	8,472
Preparing	8,328
Spinning	15,648
Winding	7,415
Weaving	21,406
Finishing	4,543
Beaming	2,203
Others	14,175
Total	82,190

*Report of the Special Committee on Jute Industry, West Bengal', p. 3.

9. Length of Service :

9.01. As already stated, the production workers constituted the bulk of the working force in the Jute Industry. A study of distribution of such workers according to the length of service was made during the course of the present Survey. The data are presented in the Statement 2.08.

The Statement (2.08) shows that, firstly, as against 70.55 per cent. of permanent workers there were 29.45 per cent. of non-permanent workers. Secondly, of the permanent workers, the large majority i.e., about 44 per cent. were in the group, '10 years and above'—a very welcome feature indeed. The stability of the working force was due, to some extent, to the standardisation of the wages in the Industry and provision of provident fund facilities and social security benefits, etc. To become entitled to some of these facilities, employees had to put in a specified period of service, hence their keenness to continue sticking to the same unit. Other contributory factors seem to be the adoption of some ameliorative measures as recommended by the various Jute Tribunals and lack of better facilities elsewhere.

The above group was followed by 13.8 per cent. in the group '5 years but under 10 years'. Only about 1.4 per cent. of the workers were 'under one year'. However, absolutely reverse was the situation in the case of non-permanent workers—the majority of workers (24.0%) were found to be with less than one year's service to their credit, while their number in the highest group i.e., '10 years and above' was almost negligible (0.03% only). Thirdly, as between different centres, though the Residual Group had a high proportion of permanent workers as compared to that in West Bengal, the percentage of such workers in the highest group namely '10 years and above' was higher (44.2%) in West Bengal than (42.6%) in the Residual Group. Of the non-permanent hands, the majority of workers, in both the centres was in the lowest group *viz.*, under one year'.

9.02. It may be of some interest at this stage to refer to the findings of the Labour Investigation Committee in this regard. Basing their results on the enquiries made from 19 jute factories in West Bengal, the Committee had observed that 13.5 per cent. of the operatives belonged to the group 'above 10 years', and 28.1 per cent. belonged to the group '5 years but under 10 years'. It is significant that, as the present Survey has revealed, the percentages of the two groups have undergone a considerable change—they stand at 44.2 per cent. and 14.9 per cent.—respectively. That clearly shows a trend towards greater stability of the working force.

10. Absenteeism :

10.01. During the course of the Survey, data pertaining to absenteeism in respect of only production workers employed directly, excluding casual, *badli*, and unpaid workers were collected. However, these data are subject to some limitations. Sometimes, managements have to keep the work suspended for a short or long duration, due to shortage of power or raw material. At other times, the lay-off may be for a longer period still, but the usual practice is to continue marking the workers as 'a', which may inflate the absenteeism figures. Again, many a times when a worker leaves a particular unit on a

STATEMENT 2.08
Percentage Distribution of Workers According to Length of Service
(December, 1959)

Centre	Permanent					Non-Permanent					Overall (Permanent and Non-Permanent)										
	Under one year	1 year but under 5 years	5 years but under 10 years	10 years and above	Total	Under one year	1 year but under 5 years	5 years but under 10 years	10 years and above	Total	Under one year	1 year but under 5 years	5 years but under 10 years	10 years and above	Total						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16						
1. West Bengal																					
(a) Large factories	1.48	10.08	14.49	44.17	70.22	24.54	4.78	0.42	0.04	29.78	26.02	14.86	14.91	44.21	100.00						
(b) Small factories	0.54	3.50	7.39	24.80	36.23	11.41	1.30	0.10	—	12.81	11.95	4.80	7.49	24.80	49.04						
2. Residual	0.94	6.58	7.10	19.37	33.99	13.13	3.48	0.32	0.04	16.97	14.07	10.06	7.42	19.41	50.96						
(a) Large factories	0.47	22.58	7.77	42.63	73.45	19.48	6.77	0.30	—	26.55	19.95	29.35	8.07	42.63	100.00						
(b) Small factories	—	1.93	6.21	32.95	41.09	6.88	6.77	0.30	—	13.95	6.88	8.70	6.51	32.95	55.04						
3. All-India																					
(a) Large factories	0.47	20.65	1.56	9.68	32.36	12.60	—	—	—	12.60	13.07	20.65	1.56	9.68	44.96						
(b) Small factories	1.38	11.34	13.81	44.02	70.55	24.03	4.98	0.41	0.03	29.45	25.41	16.32	14.22	44.05	100.00						
4. Residual																					
(a) Large factories	0.49	3.34	7.27	25.62	36.72	10.95	1.85	0.12	—	12.92	11.44	5.19	7.39	25.62	49.64						
(b) Small factories	0.89	8.00	6.54	18.40	33.83	13.08	3.13	0.29	0.03	16.53	13.97	11.13	6.83	18.43	50.36						

certain date, no indication is given by the management to that effect, at that time, but only at the beginning of the next month. Hence, the absenteeism rate may not always show the failure of the worker to present himself for duty.

10.02. The following Statement shows the absenteeism rate in the various centres of the Jute Industry :

STATEMENT 2.09

Variations in Absenteeism Rate in the Jute Industry*
(During 1959)

Month	Centre		
	West Bengal	Residual	All-India
1	2	3	4
January	7.5	6.3	7.3
February	10.2	8.6	10.0
March	12.3	11.6	12.3
April	14.2	15.8	14.4
May	16.8	20.7	17.2
June	16.5	22.8	17.1
July	13.5	15.1	13.7
August	10.0	11.7	10.2
September	8.6	12.1	8.9
October	8.6	10.9	8.9
November	10.3	9.9	10.3
December	9.5	10.7	9.7
Overall	11.5	13.0	11.6

*Percentage of mandays lost to the mandays scheduled to work.

10.03. Since it was not possible to collect absenteeism data by causes, it is difficult to say with precision as to why absenteeism rate varied from month to month. At the best, there can only be rough indications. It can be readily seen that absenteeism rate was usually on the high side, from March to July, with May or June topping the list. It was comparatively low in September and October and again in January. It is understood that the high rate of absenteeism during March to July was generally due to the harvesting season when many workers went back to the villages. It is reported that the religious and social ceremonies also accounted for the higher rate of absenteeism during this period.

10.04. As between different centres, the overall annual average of absenteeism for West Bengal stood at about 11.5 per cent. while that of the Residual Group at about 13.0 per cent. The monthly rate varied from 7.5 per cent. to 16.8 per cent. in West Bengal as against from 6.3 per cent. to 22.8 per cent. in the Residual Group.

11. Labour Turnover :

11.01. Data regarding labour turnover were also collected in respect of the same categories of workers as in case of absenteeism, and like absenteeism data, they are subject to limitations.

11.02. The following Statement gives the rates of accessions and separations (overall) for all the twelve months of 1959, as revealed by the present Survey. It has been noticed that (as mentioned elsewhere as well) the jute workers, particularly of the permanent category were a stable working force and did not try to change jobs often.

STATEMENT 2.10

Rates of Accession and Separation (in percentages)
(During 1959)

Month	Rate of Accession			Rate of Separation		
	West Bengal	Residual	All-India	West Bengal	Residual	All-India
1	2	3	4	5	6	7
January	0.39	—	0.35	1.43	0.53	1.34
February	0.31	0.01	0.28	1.73	0.19	1.58
March	0.40	0.01	0.36	1.29	0.25	1.19
April	0.48	0.01	0.43	0.93	0.53	0.89
May	1.29	—	1.16	1.23	1.01	1.20
June	1.47	—	1.32	1.86	0.30	1.70
July	1.35	0.57	1.27	2.71	0.54	2.49
August	2.50	..	2.25	1.05	0.38	0.98
September	1.31	—	1.18	1.21	0.72	1.16
October	0.74	0.09	0.68	1.52	0.28	1.40
November	0.83	—	0.74	1.36	0.30	1.26
December	1.50	..	1.35	2.65	1.03	2.49
Overall (all months)	1.04	0.06	0.94	1.58	0.50	1.47

The above Statement confirms the view that the rate of labour turnover was not very high in the Jute Industry, both in respect of accessions as well as separations. In the country as a whole, the rate of accessions varied from 0.28 per cent. to 2.25 per cent. while the rate of separations varied from 0.89 per cent. to 2.49 per cent. Higher separation rate shows that there has been a tendency towards shrinkage of labour in the Jute Industry.

As between different centres, the rate of accessions and separations were on the higher side in West Bengal as against the Residual Group.

12. Training and Apprenticeship :

12.01. There was no regular system of providing training facilities to operatives at the time of the Labour Investigation Committee's enquiry. They had reported that, "at present there is in force an apprenticeship and training scheme of the Association according to which scholarships are granted to nominees of mills for purposes of giving technical training..... The scholarships are granted annually and are tenable for a period of five years"*.

*Report, p. 11.

12.02. Data collected during the present Survey show that the system of providing training to the workers had become quite popular in the Industry, for about 63 per cent. of the jute establishments in the country had made arrangements for such training. However, only in West Bengal, there was any regular scheme for giving training to the workers, though a majority of units had only *ad hoc* schemes. For instance, in West Bengal, of the 60.7 per cent. of the units having training facilities, 17.8 per cent. of units had regular schemes, about 39.3 per cent. of units had only *ad hoc* schemes and about 3.6 per cent. units had both (*ad hoc* and regular). In the Residual Group, not even a single unit had any regular scheme but all the units having training facilities (i.e., 81.8% units) had *ad hoc* schemes.

12.03. In spite of the fact that a large majority of units had one or the other scheme, the percentage of workers benefiting from such schemes was quite low. Only about 0.2 per cent. of the production workers were found to be receiving training. It is understood that the Indian Jute Mills Association also was running an Institute of Jute Technology, to which were admitted persons who had the requisite mill experience for training.

12.04. The period of training in most of the units was found to be varying from 1 to 5 years, though, in a few, no specific period of training had been fixed. Usually, these trainees were being paid remuneration in the shape of basic wages and dearness allowance; the wages varied from Rs. 6 to Rs. 10 per week while the dearness allowance was reported to be Rs. 7.50 per week during the reference period.

12.05. Information collected from the units also shows that there was no guarantee of employment to the trainees after they had completed the course of training. However, efforts were made to absorb as many of them as possible. At least in one unit, such trainees were given the preferential treatment.

CHAPTER III

WAGES AND EARNINGS

1.01. Jute Industry is one of those industries in the country where significant developments have taken place in the sphere of wage structure since the last enquiry was conducted by the Labour Investigation Committee. One of the major defects in the wage structure in the Industry, as pointed out by the Royal Commission on Labour as well as the Labour Investigation Committee, was the absence of standardisation of occupational nomenclature and rates of wages. The findings of the Committee revealed that in Bengal about 16.2 per cent. of the workers in the Industry were found to be in the earning category of less than Rs. 5-0-0 per week, 52.3 per cent. in the earning group of Rs. 5-0-0 to Rs. 7-8-0, 19.2 per cent. in the earning category of Rs. 7-8-0 and Rs. 9-0-0 per week and the remainder i.e., 12.3 per cent. from Rs. 9-0-0 and above per week.* No dearness allowance was as such being paid by the jute mill industry in Bengal but an allowance known as amenity allowance was paid instead. At first (in June 1941) the rate of this allowance was As. 4 per month, which was changed from time to time and since December 4, 1944, stood at Rs. 2-0-0 per week. Account should also be taken of the food grain concession available to the workers at that time, amounting to about Re. 1-0-0 per week.

1.02. Thereafter, it appears, the wage structure in the Industry in Bengal followed an upward trend and, after the Independence, the wages in the Jute Industry were fixed for the first time in 1948, under the Award of Omnibus Industrial Tribunal which was appointed by the Government of West Bengal in 1947 to settle the disputes between 89 jute mills and their employees. In this Award, the Tribunal discussed threadbare, the quantum of food required for an industrial worker, pattern of consumption, size of the family, etc. After taking various factors into consideration, the Tribunal awarded the minimum wage of Rs. 58-8-0 per month. This really meant a rise of Rs. 12-8-0 per month over the then prevailing emoluments of Rs. 46-0-0 per month of the lowest-paid manual worker. Out of the total wage, the basic wage was fixed at Rs. 26-0-0 (for a month of 208 working hours) and dearness allowance at Rs. 32-8-0 which consisted of Rs. 23-13-3 per month linked with attendance, and value of food concession at Rs. 8-10-9 per month available for attendance for only one day in a week. The minimum basic wage of a clerical worker was fixed at Rs. 55-0-0 per month and the dearness allowance at Rs. 32-8-0 (the break-up and the conditions being the same as in the case of manual workers). Thus the minimum total emoluments of a clerical worker came to Rs. 87-8-0 per month.

1.03. Under this Award, the occupational nomenclature in respect of the manual workers, and wage rates both for manual and clerical workers were standardised for the first time in the history of the jute mill industry, thus effecting a long overdue reform. In so far

*'Report of the Labour Investigation Committee on Jute Industry', p. 21.

the minimum basic time-rate wages were increased, it was inevitable that the piece rates also underwent alteration in favour of workmen. The scheme of standardisation of piece rates was thus brought forth.*

1.04. Subsequently, on a dispute between the workers and the managements in November 1951, certain references consequential on the First Jute Award were made to the Industrial Tribunal which revised the minimum wages of the jute workers to Rs. 63-6-0 (consisting of Rs. 26-0-0 as basic wages and Rs. 37-6-0 as dearness allowance). The issue of a guaranteed basic minimum wage for piece-rated workers in the Industry was also taken to the Tribunal which, however, could not provide for the same. The Tribunal recommended that the flat rate of dearness allowance of Rs. 37-6-0 per month should be applicable to all categories of workmen and to all ranges of basic pay in a month of 208 working hours irrespective of the variations in the cost of living index. It, however, recommended that the elements of dearness allowance, namely, dearness allowance proper and cash value of the food concession be consolidated into the total dearness allowance linked with hours of work. It will thus be seen that there was no change in the basic wage fixed for the lowest-paid workers which was Rs. 26-0-0 under the First Award.

1.05. The workers were, however, not happy over the linking of dearness allowance with the hours of work since, due to the shortage of raw material, the Industry had started working for lesser hours than prescribed, with the consequent reduction in the earnings of workers. This continuous loss of earnings gave rise to fresh agitation and consequent on a dispute between 101 jute mills and their workmen, the matter pertaining to emoluments and other allied issues had once again to go before another Tribunal in 1955. This Tribunal revised the minimum wage and fixed it at Rs. 67.17 for 45 hours' week, consisting of Rs. 34.67 as basic wage and Rs. 32.50 as dearness allowance. However, for a 45 hours' week, which was the minimum working week in force according to the then prevailing Working Time Agreement, the basic wage was proportionately reduced to Rs. 32.50. The Tribunal further directed that, in order to minimise the hardship of workers, the dearness allowance should be kept independent of fluctuations in the working hours. The matter concerning fixation of a guaranteed minimum wage for piece-rated workers was once again raised before the Tribunal which, however, declined to make any provision for the same.

1.06. Thus it will be seen from the foregoing paragraphs that, at the time of the present Survey, the wage structure in the jute mills of West Bengal was based, more or less, on the decisions of the above-mentioned Tribunals.

Residual Group :

1.07. *Andhra* :—In Andhra (formerly a part of Madras State), as a result of the Award of Industrial Tribunal in March 1950, the minimum basic wages of workers were considerably increased. In 1944, the lowest basic wage in Nellimarla and Chittivalsah was approximately Rs. 11-6-0 for a month of 26 working days (each working day being of 10 hours). In addition, dearness allowance

*Award of Jute Industrial Tribunal (1948)' p. 22.

of Rs. 2-0-0 per week in Nellimarla and Rs. 2-0-0 per month in Chittivalsah was also paid. The above mentioned Tribunal fixed the minimum basic wage of workers at Rs. 19-8-0. By the Award of another Industrial Tribunal in March 1953, this wage was again increased to Rs. 23-0-0 per month. The Tribunal further recommended that an annual increment of Re. 1-0-0 should be given each year so that by 1st January 1956, the basic wage would be Rs. 26-0-0 per month.

1.08. U.P.:—The Wage Census conducted by the Labour Investigation Committee in the jute mills in Kanpur had revealed that the lowest-paid worker received Re. 0-6-8 per day of 9 hours (i.e. Rs. 10-13-4 per month of 26 working days). Although, wages of workers in U.P. jute mills have not been subject to revision by adjudicators since the above committee reported, the available information shows that during the years since then, there has been some improvement.

1.09. The above rates of wages had not undergone any further change till 1959-1960, when the present Survey was conducted. In 1960, a Central Wage Board for the Jute Industry was constituted, to work out the wage structure based on the principles laid down by the Fair Wages Committee. The Board recommended an interim relief in January 1961, according to which the prevailing total wage of Rs. 67.17 in West Bengal was increased by Rs. 3.42* making a total of Rs. 70.59. There was a similar increase in the case of jute mills in the rest of the country. In their final Award announced recently, the Board has recommended a minimum wage of Rs. 81 a month for workers in West Bengal. With some modifications, the pattern recommended for West Bengal has been followed for mills in other States also.

2. Pay periods :

From the data available, it is clear that the predominant period for settling wages in the Jute Industry in West Bengal was a week whereas the same in the Residual group was either a month or a fortnight. A brief Statement which shows the distribution of workers according to different pay periods is given below :

STATEMENT 3.01

Distribution of Workers according to Pay Periods in Jute Industry
(December, 1959)

Centre	Percentage of Workers Whose Pay Period was		
	Month	Fortnight	Week
1	2	3	4
1. <i>West Bengal</i>	6.66	—	93.34
(a) Large factories	7.60	—	92.40
(b) Small factories	5.75	—	94.25
2. <i>Residual</i>	63.45	36.55	—
(a) Large factories	34.18	65.82	—
(b) Small factories	100.00**	—	—
3. <i>All-India</i>	12.20	3.57	84.23
(a) Large factories	10.48	7.13	82.39
(b) Small factories	13.93	—	86.07

*The increase in wages was Rs. 2.85 from 1-10-1960 to 31-12-1960 and Rs. 3.42 from 1-1-1961.

**Only one small unit was surveyed in the Residual Group.

As already mentioned, an absolute majority of both the large and small units in West Bengal were following the practice of making weekly payments to the workers. The large units in the Residual Group, however, were following the fortnightly system of payment in the case of about 66 per cent. workers and monthly in the case of the rest (about 34%). The overall position for the Industry in the country was that about 84 per cent. of the workers were being paid on a weekly basis, about 12 per cent. on monthly and about 4 per cent. on a fortnightly basis. Generally speaking, monthly payments were made to the clerical, administrative, technical and supervisory staff and other pay periods applied to 'production' and 'watch and ward' workers.

i. Earnings :

3.01. During the course of the Survey, information relating to mandays worked, and the basic wages, dearness allowance and other allowances earned by workers during the pay period/periods in every unit preceding the specific date (i.e. 31.12.59) was collected. The data relate to workers covered under the Factories Act. Since production workers constituted the bulk of the labour force, emphasis was laid on the collection of such details for them inasmuch as information pertaining to men and women were collected separately. Data relating to earnings of workers by occupations were, however, not collected as the Labour Bureau had already conducted a detailed Occupational Wage Survey in 1958-59.

3.02. The results of the present Survey have shown that the estimated average daily earnings of a worker in the Jute Industry in the country, were Rs. 3.47 in December, 1959, consisting of a basic wage and dearness allowance of Rs. 3.43 (or 98.8% of the total) and overtime and other cash allowances of Re. 0.4. Details are presented in the following Statement :

STATEMENT 3.02
Average Daily Earnings of Jute Mill Workers
(December, 1959)

Centre	@	Production Workers		
		Men	Women	All Production Workers
1	2	3	4	5
<i>West Bengal</i>	3.49	3.31	2.70	3.28
(a) Large factories	3.59	3.40	2.74	3.36
(b) Small factories	3.40	3.24	2.66	3.22
<i>Residual</i>	3.32	3.20	3.18	3.20
(a) Large factories	3.50	3.39	3.18	3.38
(b) Small factories	3.07	2.95	2.75	2.95
<i>All-India</i>	3.47	3.30	2.72	3.27
(a) Large factories	3.58	3.40	2.77	3.36
(b) Small factories	3.37	3.21	2.66	3.19

@All workers covered under the Factories Act, i.e., Technical, Administrative, Production (including supervisory), Clerical (including supervisory) and Watch and Ward employees including contract labour.

The average earnings of all workers in West Bengal were higher by about 5.1 per cent. than of those employed in factories in the Residual Group. As between large and small groups of factories at the all-India level, such earnings in the former category were higher than those in the small factories. The average daily earnings of all production workers in the country were naturally lower, being Rs. 3.27 only. In large factories in the country, the same were Rs. 3.36 and in small factories, Rs. 3.19. The difference between the earnings of production workers in large and small factories was much higher in the Residual Group (i.e. 43 nP), than that in West Bengal (i.e. 14 nP). Perhaps the standardisation of wages in the Jute Industry mainly explains the not-too-large disparity in the earnings among different size-group of factories and in different areas.

The average daily earnings of male production workers were Rs. 3.30, while women production workers earned, on an average Rs. 2.72, only per day. It will be seen from the Statement (3.02) that while male production workers in West Bengal earned 11 nP per day more than their counterparts in the Residual Group, the position was reverse in the case of women production workers who, in the Residual Group, were earning much higher wages than those in West Bengal.

4. Lowest-Paid Production Workers :

4.01. The main occupations on which the lowest-paid production workers were employed were those of *mazdoors*, departmental sweepers, drawing receivers, cutting receivers, cord receivers, softener receivers and feeders, roving feeders, breakers, bobbin cleaners and polishers, hand sewers, twist cutters, pin boys, hemming machine helpers, drawing feeders, etc.

4.02. During the course of the Survey, data in respect of the earnings of such workers were collected separately. Since, there were a number of occupations on which these workers were employed, it may be relevant to study the proportion of their corresponding earnings *vis-a-vis*, "production workers" and "all workers". The following Statement gives the position in respect of earnings of the above categories at a glance :—

STATEMENT 3.03
Average Daily Earnings of Lowest-Paid Production Workers and Others
(December, 1959)

Centre	(In Rupees)		
	Average Daily Earnings of		
	Production Workers	Lowest-paid production Workers	All Workers
(1)	(2)	(3)	(4)
1. <i>West Bengal</i>	3.28	2.59	3.49
(a) Large factories	3.36	2.61	3.59
(b) Small factories	3.22	2.59	3.40
2. <i>Residual</i>	3.20	2.66	3.32
(a) Large factories	3.38	2.88	3.50
(b) Small factories	2.95	2.41	3.07
3. <i>All-India</i>	3.27	2.60	3.47
(a) Large factories	3.36	2.66	3.58
(b) Small factories	3.19	2.56	3.37

It will be seen from the Statement (3.03) that the average daily earnings of the 'lowest paid production workers' were not much less than those of 'all production workers' and 'all workers', constituting as they did about 80 per cent. and about 75 per cent. of the average daily earnings of the two categories respectively. There was not much variation in the earnings of the lowest-paid workers in the different centres. However, between large and small factories, though there was very little difference in West Bengal, in the Residual Group, the difference was significant.

5. Components of Earnings :

5.01. The present Survey has shown that the pay packet of a jute worker in India consisted, generally, of basic wages and dearness allowance only. Other allowances, if any, constituted an insignificant proportion of the total earnings of the workers. In the following Statement, a break-up of the total earnings of the workers is given.

STATEMENT 3.04

Average Daily Earnings by Components of Workers in Jute Industry (December, 1959)

(In Rupees)

Centre	Basic Earnings A Basic Wages+ (D.A.)	Production/ Efficiency Bonus	Night shift Allowance	House Rent Allowance	Transport Allowance	Over-time Pay	Other Allowances	Total
1	2	3	4	5	6	7	8	9
1. <i>West Bengal</i> ..	3.44	*	*	*	—	0.03	0.02	3.49
(a) Large factories ..	3.52	0.01	*	*	—	0.04	0.02	3.59
(b) Small factories ..	3.37	*	—	—	—	0.02	0.01	3.40
2. <i>Residual</i> ..	3.29	0.02	—	—	—	0.01	*	3.32
(a) Large factories ..	3.49	—	—	—	—	0.01	*	3.50
(b) Small factories ..	3.03	0.04	—	—	—	—	*	3.07
3. <i>All-India</i> ..	3.43	*	—	—	—	0.03	0.01	3.47
(a) Large factories ..	3.52	0.01	*	*	—	0.04	0.01	3.58
(b) Small factories ..	3.34	*	—	—	—	0.02	0.01	3.37

* Shows an amount less than Re. 0.005.

5.02. (a) Basic Earnings :

(i) The basic earnings, i.e., basic wages and dearness allowance, accounted for 98.8 per cent. of the total earnings of the jute workers in the country as a whole. This component constituted 98.6 per cent. of the total earnings in West Bengal and 99.1 per cent. in the Residual Group. It may also be stated that this proportion was slightly higher in the case of small establishments as compared to their larger counterparts at the all-India level.

(ii) During the course of the present Survey, it was observed that all the jute factories in the country paid separate dearness allowance to most of their workers. As, however, some workers in different jute mills were receiving consolidated wages, it is not possible to give the proportion of basic earnings paid as basic wages and dearness allowance separately.

5.03. Data were also collected in respect of the rates of dearness allowance. It was observed that all the jute factories in West Bengal paid dearness allowance at a flat rate, as recommended by the Third Jute Industry Tribunal, i.e. Rs. 7.50 per week of 48 hours (to weekly-paid employees) or Rs. 32.50 per month of 208 hours (to monthly-paid employees). In the Residual Group, all the units had linked dearness allowance to the consumer price index.

5.04. *Overtime Pay* : Some payment was received by the employees for overtime work done by them. During the period under reference (i.e. December 1959), earnings of a worker on account of the overtime work amounted to Re. 0.03 per day, constituting as it did about 0.1 per cent. of his total earnings. It may also be mentioned that whereas a worker in West Bengal earned Re. 0.03 on an average per day, in the Residual Group, overtime work fetched for him Re. 0.01 per day only. As between different size groups of factories, such earnings were higher in the large factories in West Bengal, as compared to the small ones.

5.05. *Allowances* :

As already stated, not many allowances entered into the earnings of jute workers. A brief account of the allowances received by the workers is given below :

5.06. (i) *Production/Efficiency Bonus* : The result of the Survey reveal that about 57 per cent. of the units in the country had introduced some schemes for the payment of Production/Efficiency bonus. The main categories of workers entitled to receive this benefit were weavers, *sirdars*, line-*sirdars*, etc. The norms fixed, the qualifying conditions and the rates of payment varied from unit to unit.

During the period under review (i.e. December, 1959) what accrued to the workers on account of the above bonus at the all-India level, was negligible. In the Residual Group, it was estimated that, an amount of Re. 0.04 was earned by workers in the small factories, making an average of Re. 0.02 only for the Group as a whole. In the large factories in West Bengal, an amount of Re. 0.01 was received by the workers from this source.

Whatever little amount in the shape of Production/Efficiency bonus was earned, it accrued to production workers only.

5.07. (ii) *Night-Shift Allowance* : Only about 8 per cent. of the jute factories were paying night-shift allowance. Generally, technical personnel and production workers in Finishing, Preparing and Winding departments were receiving the above allowance. During December, 1959, however, practically nothing was received on account of this allowance.

5.08. (iii) *House Rent Allowance* : House rent allowance was being paid in about 18 per cent. of the jute factories in West Bengal

while none of the factories in Residual Group was following this practice. Only supervisory staff, who were not provided housing accommodation were entitled to receive this allowance. The rate of payment varied from unit to unit. Only a few persons seem to have been paid this allowance and the contribution to the total average earnings of the workers has been thus found to be nil at the all-India level.

5.09. (iv) *Transport or Conveyance Allowance* : No transport or conveyance allowance was being paid by any jute factory covered under the present Survey. However, it may be mentioned that in only about 11 per cent. of the jute factories in West Bengal, it was reported that some transport facilities to the workers were being provided.

5.10. *Other Allowances* : It was only in stray cases that other allowances such as ration allowance, special entertainment allowance, servant allowance, special allowance, factory allowance, etc., were being paid to a limited number of persons.

6. *Annual Bonus* :

6.01. No jute factory in West Bengal was found paying annual bonus to the workers, but out of those factories surveyed in the Residual Group, about 82 per cent. were making this payment. In some of them, the payment was being made to all the categories of workers who had worked in the bonus year while in the others, to only those who were on roll on the last working day of September, 1959, with 50 days' service to their credit.

6.02. The rate of payment also differed in these units. In units where the payment was made to all categories of workers, the same was Re. 0-1-4 per rupee of total earnings during the bonus year. In the other category of units as referred to above, the payment was equal to 24 days' earnings in September, 1959, for workers who had put in 288 days or more in the bonus year and proportionately less for lesser days of service. In all these units, there was no regular scheme as such; in some of them, the payment was made at the discretion of the management, whereas in the others it was by virtue of an Award.

7. *Festival Bonus* :

7.01. The results of the Survey show that about 29 per cent. of jute factories in West Bengal (none in the Residual Group) were paying festival bonus. The categories entitled were monthly-paid administrative, clerical and supervisory staff.

7.02. Of the above units (i.e., 29%), in about 12.5 per cent. units, the festival bonus was paid on a regular basis. Employees who were permanent and had put in a minimum period of 6 months' continuous service only were eligible. The amount payable was half a month's consolidated wages for those who had put in more than 6 months' but less than one year's service and one month for those who had completed one year's service at the time of the payment of bonus. In the remaining units (i.e. 87.5%), there was no regular scheme and the conditions for eligibility and payment of the bonus were entirely at the discretion of the management.

8. Earnings of Clerical and Watch and Ward Staff :

8.01. In the course of the Survey, separate information was collected regarding earnings of clerical and watch and ward staff and the data so collected are shown in the following Statement :

STATEMENT 3.05
Average Daily Earnings of Clerical and Watch and Ward Staff
(December, 1959)
(In Rupees)

Centre	Clerical and Related Workers (including supervisory staff)	Watch and Ward and Other Services
1	2	3
1. <i>West Bengal</i>	6.37	3.00
(a) Large factories	6.79	3.04
(b) Small factories	5.96	2.94
2. <i>Residual</i>	5.81	3.13
(a) Large factories	6.19	3.14
(b) Small factories	5.25	2.93
3. <i>All-India</i>	6.32	3.00
(a) Large factories	6.73	3.04
(b) Small factories	5.91	2.94

8.02. The average daily earnings of clerical and related workers were Rs. 6.32 at the all-India level and those of the watch and ward staff were Rs. 3.00 only. The figures show that while the earnings of the former category were higher in West Bengal than those employed in factories in the Residual Group, the position was reverse in the case of watch and ward staff, who had higher earnings in the Residual Group than their counterparts in West Bengal. Clerical and related workers earned much more than the 'production' as well as all workers in both the centres. The 'watch and ward' workers were, however, earning less than the production workers though their earnings were higher than those of the lowest-paid production workers in all the units.

9. Fines and Deductions :

9.01. An analysis of the data collected shows that only about 15 per cent. of the jute factories in the country were following the system of imposing fines on workers, majority of which were found to be in West Bengal. All of them were maintaining fines register as required under the rules.

9.02. Further investigations show that in nearly all the above-mentioned cases, the amount recovered as such from the fines was credited to the welfare fund of the units and spent on the welfare of the workers, the main items of expenditure being medicines and recreational facilities.

9.03. As regards deductions, all the units—both in West Bengal and Residual Group were making the same in conformity with the Payment of Wages Act. However, the percentage of those units maintaining the deduction registers as prescribed under the Payment of Wages Act was low—being about 31 only.

CHAPTER IV

WORKING CONDITIONS

1.01. The First Jute Industry Tribunal of 1948 had paid considerable attention to the working conditions and sanitary arrangements obtaining in the jute mills in the country. While drawing attention to the observations of Royal Commission on Labour and Labour Investigation Committee on the subject and expressing general agreement with their findings, they held the view that the existing arrangements left much to be desired, especially in regard to drinking water and washing facilities, urinals and latrines, etc. They had also emphasised the necessity of enforcing the requirements of the Factories Act and the rules, with a greater amount of strictness. After examining in details the prevailing arrangements, they had given specific directions* for the improvement of the same. The amendments made to the Factories Act since then and the interest evinced by the Indian Jute Mills Association, have gone a long way in improving conditions of work in the Jute Industry.

1.02. During the course of the present Survey, it was found that the working conditions in the jute factories differed from unit to unit and from place to place. It was observed that whereas the conditions were quite satisfactory in new factories, in older units there was still room for improvement. The following paragraphs describe briefly the findings on various aspects.

2. Hours of Work :

2.01. Since the installed capacity of jute mills in India is greater than the normal world demand for Indian jute products, the member mills of the Indian Jute Mills Association usually regulate their hours of work by 'Working Time Agreements' in order to curtail production and to avoid cut-throat competition among mills. Sometimes, this measure is adopted to tide over the difficulties created by shortage of raw jute**. As such, the Industry's level of production has, for the last many years, been regulated by these 'Working Time Agreements' of the Indian Jute Mills Association.

2.02. The Labour Investigation Committee, too, while giving a long list of the 'Working Hours Agreements' among the jute mills, from 1872 to 1943, had observed that the weekly hours of work in jute mills in Bengal varied considerably from year to year. The Committee had found that the mills with more than 220 looms were permitted to work 66 hours a week and those with less than 220 looms, had the permission to work 72 hours per week.

2.03. Thus, the weekly hours of work have been undergoing changes from time to time. According to the third Principal Working Time Agreement which was in force in the later part of 1949, working hours of mills were restricted to 42½ hours per week with 12½ per cent. of looms sealed. Mills having 220 looms and under

*'Award' p. 92.

**'Indian Labour Gazette', January, 1955, p. 644.

were, however, permitted to work up to 72 hours. Such hours were increased to 45 in 1954 and again reduced to 42½ per week from 30th January, 1961. There have been numerous charges during the intervening periods.

2.04. The data collected during the present Survey show that all the jute factories in the country had a 8-hour day with a 48-hour week.

STATEMENT 4.01

Daily Hours of Work in Jute Factories (1960-61)

Centre	Number of Factories	Percentage of Factories where Daily Hours of Work for Majority of Adult Workers were			Percentage of Factories where Night-Shift Hours were		
		Less than 8	Equal to 8	More than 8	More than 6 and up to 7	More than 7 and up to 8	More than 8
1	2	3	4	5	6	7	8
1. <i>West Bengal</i> ..	84	—	100·00	—	—	100·00	—
(a) Large factories	24	—	100·00	—	—	100·00	—
(b) Small factories	60	—	100·00	—	—	100·00	—
2. <i>Residual</i> ..	11	—	100·00	—	18·18	81·82	—
(a) Large factories	4	—	100·00	—	50·00	50·00	—
(b) Small factories	7	—	100·00	—	—	100·00	—
3. <i>All-India</i> ..	95	—	100·00	—	2·10	97·90	—
(a) Large factories	28	—	100·00	—	7·14	92·86	—
(b) Small factories	67	—	100·00	—	—	100·00	—

2.05. It was also noticed that while keeping the average working hours at 8 per day, certain adjustments were made by many units to facilitate smooth working and change-over of shifts. For example, some of them had more than 8 working hours during the first 5 days of the week and half working day on Saturday and so on, though invariably, the weekly working hours were kept at 48 per week.

2.06. As already mentioned elsewhere in this Report, the contract labour was rarely employed in the Jute Industry. Only two units in the Residual Group were employing such labour. In one of these units, the daily working hours of these workers were eight per day, while, in the other, there were no fixed timings, as their work was of an intermittent nature.

2.07. In the case of night shift, too, almost complete uniformity was observed—workers in all the factories, excepting one large-size unit in the Residual Group (where night shift hours were 6½), were found working for 7½ hours during the night shift.

2.08. As regards the prevailing practice (at the time of the present Survey) in respect of spread-over and rest interval in the jute factories, the data collected appear in the Statement (4.02).

2.09. Excepting two large establishments in the Residual Group, all other units had 11 hours' spread-over with 3 hours' rest interval

STATEMENT 4.02
Distribution of Factories According to Duration of Spread-over and Rest Intervals, etc.
 (1960-61)

Centre	Num- ber of Facto- ries	Percentage of Factories where Spread-over was						Percentage of Factories where Rest Interval was						
		Day Shifts			Night Shifts			Day Shifts			Night Shifts			
		Less than 8 hours	More 8 and up to 9 hours	More than 9 hours	6 to 7 hours	More than 7 and up to 8 hours	More than 8 hours	Less than 1 1/2 hour	1/2 to 1 hour	More than 1 hour	Less than 1 1/2 hour	Equal to 1/2 hour	More than 1 1/2 hour	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	
1. West Bengal	84	—	—	100·00	—	100·00	—	—	—	100·00	—	100·00	—	
(a) Large factories	24	—	—	100·00	—	100·00	—	—	—	100·00	—	100·00	—	
(b) Small factories	60	—	—	100·00	—	100·00	—	—	—	100·00	—	100·00	—	
2. Residual	11	—	18·2	81·8	18·2	81·8	—	—	18·2	81·8	—	100·00	—	
(a) Large factories	4	—	50·0	50·0	50·0	50·0	—	—	50·0	50·0	—	100·00	—	
(b) Small factories	7	—	—	100·00	—	100·00	—	—	—	100·00	—	100·00	—	
3. All-India	95	—	2·1	97·9	2·1	97·9	—	—	2·1	97·9	—	100·00	—	
(a) Large factories	28	—	7·1	92·9	7·1	92·9	—	—	7·1	92·9	—	100·00	—	
(b) Small factories	67	—	—	100·00	—	100·00	—	—	—	100·00	—	100·00	—	

during the day shift. It was noticed that this had been done in consultation with the State authorities as the maximum permissible spread-over under the rules is $10\frac{1}{2}$ hours. The main reasons necessitating resort to this practice were a desire to have equal distribution of working hours with no loss of time on account of the change-over of shifts and the rest intervals allowed during the middle of the shift. Of the two units in the Residual Group (as referred to above), one was having 12 hours' spread-over, with 4 hours' rest interval and the other from $8\frac{1}{2}$ to 9 hours with a rest interval of $\frac{1}{2}$ to 1 hour.

2.10. As regards night shift, in all the units having such a shift, (excepting one in the Residual Group where the night-shift hours were $6\frac{1}{2}$, with $\frac{1}{2}$ hour rest-interval) both in West Bengal and the Residual Group, the total spread-over was 8 hours including the rest interval of $\frac{1}{2}$ hour.

3. Shifts :

3.01. As already mentioned, the shifts and the hours of work in the Jute Industry have been subjected to frequent changes with a view to regulating production. At the time of the Labour Investigation Committee's enquiry, a number of mills were found to be working double shifts. The Committee had also reported that "the multiple shift system which was once a considerable source of abuse, has now been abolished"*.

3.02. The present Survey has shown that all the jute factories in the country were working more than one shift. In fact, 81 per cent. of the factories had three shifts and the rest (19%) two shifts every day, as the following Statement shows :—

STATEMENT 4.03

*Percentage of Jute Factories According to Number of Shifts
(1960-61)*

Centre	Number of Factories	Percentage of Factories having		
		One shift	Two shifts	Three shifts
1	2	3	4	5
<i>West Bengal</i>	84	—	21·4	78·6
(a) Large factories	24	—	—	100·0
(b) Small factories	60	—	30·0	70·0
<i>Residual</i>	11	—	—	100·0
(a) Large factories	4	—	—	100·0
(b) Small factories	7	—	—	100·0
<i>All-India</i>	95	—	19·0	81·0
(a) Large factories	28	—	—	100·0
(b) Small factories	67	—	26·9	73·1

It is evident from above that, in West Bengal, all the large and 70 per cent. of small establishments were working three shifts. Only 30 per cent. of the latter category were working two shifts. As such, in this Centre as a whole, about 79 per cent. of the factories worked

* 'Report', p. 12.

three shifts and about 21 per cent. two shifts. In the Residual Group, all the large and small establishments worked three shifts.

3.03. All the factories working three shifts had, invariably, a night shift and had a regular system of transferring workers from day shift to night shift and *vice-versa*. The interval after which such a change-over was made, varied from one week to one month. Thus, in about 52 per cent. of factories, the change-over was made after a fortnight, about 25 per cent. had a system of weekly change-over, while in the remaining (about 23%), workers were transferred from one shift to another once in a month. The details in respect of different centres are given below :—

STATEMENT 4.01

Percentage Distribution of Factories According to Change-Over of Workers

(1960-61)

Centre	Number of Factories	Percentage of Factories* having Night Shift	Percentage of Factories* where there was a regular system of change-over	Percentage of Factories where the Change-over was		
				Weekly	Fort-nightly	Monthly
1	2	3	4	5	6	7
1. <i>West Bengal</i> ..	84	78.6	78.6	22.7	50.0	27.3
(a) Large factories	24	100.0	100.0	12.5	62.5	25.0
(b) Small factories	60	70.0	70.0	28.6	42.8	28.6
2. <i>Residual</i> ..	11	100.0	100.0	36.4	63.6	—
(a) Large factories	4	100.0	100.0	100.0	—	—
(b) Small factories	7	100.0	100.0	—	100.0	—
3. <i>All India</i> ..	95	81.0	81.0	24.7	51.9	23.4
(a) Large factories	28	100.0	100.0	25.0	53.6	21.4
(b) Small factories	67	73.1	73.1	24.5	51.0	24.5

*With reference to the Industry as a whole.

4. Seating Arrangements :

4.01. The Labour Investigation Committee in their report on Jute Industry had observed "it is unusual in this country for factory managements to provide seating arrangements to the operatives during working hours. However, especially in a department in which a large number of women are employed, it would help considerably to reduce fatigue if they could get a chance of sitting during brief intervals.... Even for male operatives, in the absence of any seating arrangements in the departments some provision for rest seems desirable especially during the rainy weather when they cannot go out and rest"**.

**'Report', p. 14.

4.02. The present Survey shows that there has been no material change in the position since then. This is probably due to the fact that except for a few operations in the Finishing Departments of the jute factories, there were hardly any which could be conveniently performed in a sitting position. The managements generally maintained that if seats were provided, efficiency would be adversely affected. As such, in the absence of suitable seating arrangements, the workers generally went to either the canteen or the rest shelters whenever they could take rest for a while. In some cases, workers were found to have improvised their own seating arrangements.

5. *Dust and Fumes :*

5.01. The Jute Industry does not involve any process which may give off fumes but a number of processes such as softening of jute, bundling, preparing, selecting and sorting, and batching, etc., give off a lot of dust. Such dusty processes were found in a majority of the units.

5.02. In order to prevent inhalation of such dust by the workers, many units had adopted certain measures in this direction. For example, in West Bengal, of all the units having processes giving off dust, about 32 per cent. had installed local exhausts, in about 14 per cent., dust suppression was done by the use of water, general exhaust system was provided in about 36 per cent. and in about 45 per cent. of units, dusty processes were isolated*. The corresponding percentages in the Residual Centre were 22, 100, 22 and nil.

5.03. None of the units was reported providing to the workers any respiratory or other protective equipment.

5.04. Housekeeping was either good or satisfactory in about 72 per cent. of the units. In the remaining, it was not so.

6. *Conservancy :*

6.01. As far back as 1946, the Labour Investigation Committee had reported that "although the number of latrines and urinals provided is in accordance with the provisions of the Factories Act, they are generally very badly kept. They are constructed in close proximity to the departments and the sanitary conditions in these are deplorable. No wonder that many workers preferred to use the open space instead of visiting these"***.

6.02. The position was reported to be not very much different during the present Survey. However, the employers contended that, although, sweepers had been appointed for the purpose and occasional check-ups were also made, yet, the desired standard of cleanliness could not be achieved till the habits of the workers underwent improvement. It was further observed that all the jute factories in the country had provided latrines for the use of their workers. About 19 per cent. of units had water borne sewer type latrines, about 62 per cent. of units had water borne septic tank type latrines and about 6 per cent. had dry type pans. Both water borne septic latrines and dry type pans were provided in the rest of the units (i.e. 13%).

*These percentages are overlapping as, in some units, more than one arrangement existed.

***'Report' p., 13.

6.03. All the latrines were of a permanent type and most of them were properly screened. Floors of latrines were impervious in all units and in about 91 per cent. of them, walls of latrines were plastered. Water taps had also been provided near the latrines as required by the provision of the Act in almost all units. Also, all those units which employed women, had made separate arrangements for them.

6.04. All the units had provided urinals for the use of their workers though in only about 87 per cent. of the cases they were found properly screened. Separate urinals for women were provided in about 91 per cent. of units employing women workers. Urinals in all units were of a permanent type with impervious floors. In about 87 per cent. of the units, the walls of these urinals were plastered.

7. Leave and Holidays :

The Labour Investigation Committee had found in 1944-45 that there was no system of granting leave with pay to the workers in the jute mills. They had further reported that workers were allowed to go on leave only when either they wished to go to their villages or were sick. Even here, they had to face numerous difficulties. However, since then, both as a result of legislative measure and on account of certain awards, there has been a considerable improvement in this direction. The following summary Statement, based on the data collected during the present Survey, shows the prevailing leave and holiday facilities in the Industry :—

STATEMENT 4.05

*Percentage of Factories granting various Types of Leave with Pay
(1960-61)*

Centre	Number of Factories	Percentage of Factories granting			
		Earned cave	Sick leave	Casual leave	Festiva and National Holidays
1	2	3	4	5	6
1. <i>West Bengal</i> ..	84	100.0	100.0	64.3	100.0
(a) Large factories ..	24	100.0	100.0	50.0	100.0
(b) Small factories ..	60	100.0	100.0	70.0	100.0
2. <i>Residual</i> ..	11	100.0	100.0	63.6	100.0
(a) Large factories ..	4	100.0	100.0	—	100.0
(b) Small factories ..	7	100.0	100.0	100.0*	100.0
3. <i>All-India</i> ..	95	100.0	100.0	64.2	100.0
(a) Large factories ..	28	100.0	100.0	42.9	100.0
(b) Small factories ..	67	100.0	100.0	73.1	100.0

*In respect of only one Factory which was in the sample.

8. Earned Leave :

8.01. As already mentioned, there was no system of granting earned leave to the workers in the Jute Industry before 1945. However, by virtue of an amendment made to the Factories Act, 1934, in April 1945, the workers became entitled to certain leave facilities.

Subsequently, the First (1948) and the Second (1951) Jute Awards formulated rules in respect of leave and holidays for all categories of workers. For example, according to the Second Jute Award, it became obligatory for the managements in West Bengal to grant annual leave with wages, in accordance with the provisions of Section 79 of the Factories Act, 1948, but subject to a minimum of 14 days in the year to 'all manual and clerical workers within the meaning of the Factories Act'. 'Other manual and clerical employees' were awarded privilege leave on full pay, for 15 days in a year, cumulative for two years. The 'clerical employees in the office' were awarded privilege leave, on full pay, for 21 days in a year cumulative for 3 years*.

8.02. It will be seen from Statement 4.05 that all the jute factories in the country had made provisions for granting earned leave to the workers during 1959. For all workers covered under the Factories Act, the conditions of eligibility were the same as laid down in the Act.

8.03. In order to assess the extent to which the workers had actually enjoyed the benefit of earned leave, during 1959, data were collected in respect of such workers during the Survey, and the findings appear in the Statement (4.06).

It will be seen that the percentage of workers who enjoyed earned leave during the period under reference varied from about 58.7 in West Bengal to about 72.3 in the Residual Group, the overall average in the country being about 60 per cent. There was not much of variation as between different size groups of factories in West Bengal but in the Residual Group, the small establishments seemed to be far ahead of the large ones in the matter of granting earned leave.

Of those availing themselves of such leave, a majority took leave for a period of 10 to 15 days. The overall position was that of those having enjoyed earned leave, about 75 per cent. enjoyed the same for a period ranging from over 10 to 15 days** about 12.8 per cent. over 25 to 30 days, about 6 per cent. over 5 to 10 days, about 2.6 per cent. from 20 to 25 days about 1.8 per cent. over 15 to 20 days and the rest for either less than 5 days or more than 30 days.

8.04. The none-too-large percentage of the workers (about 60%) who were granted earned leave during the period under reference (1959) might be due to the variations in employment resulting in a large number of such employees having less than a year's service to their credit and, hence, ineligible for such leave and, secondly, accumulation of leave which was allowed in some of the units, resulting in not availing of the leave during the particular year under reference.

*Calcutta Gazette Extraordinary, October 6, 1955, p. 1823.

**Obviously it is because of the fact that the production workers who constitute an absolute majority, are not entitled to more leave under the Act.

STATEMENT 4.06

*Number of Workers Granted Earned Leave with Pay
(During 1959)*

Centre	Estimated Average Number of Workers Employed	Estimated Number of Workers who enjoyed leave to the Total Employed	Percentage of Workers who enjoyed leave to the Total Employed	Percentage Distribution of workers who enjoyed leave by periods of leave						
				Up to 5 days	over 5 to 10 days	over 10 to 15 days	over 15 to 20 days	over 20 to 25 days	over 25 to 30 days	over 30 days
1	2	3	4	5	6	7	8	9	10	11
1. <i>West Bengal</i>	..	1,92,028	58.67	1.11	6.41	73.96	1.74	2.79	13.51	0.48
(a) Large factories	..	94,858	56.76	0.40	1.60	79.65	0.90	2.26	14.55	0.64
(b) Small factories	..	97,170	58,828	1.76	10.81	68.75	2.51	3.27	12.57	0.33
2. <i>Residual</i>	..	19,993	14,450	1.53	2.79	83.39	1.84	1.46	7.42	1.57
(a) Large factories	11,796	7,398	2.80	4.75	71.76	3.49	2.54	13.99	0.67
(b) Small factories	..	8,197	7,052	0.21	0.73	95.60	0.11	0.32	0.52	2.51
3. <i>All-India</i>	..	2,12,021	1,27,120	1.16	6.00	75.03	1.75	2.64	12.82	0.60
(a) Large factories	..	1,06,654	61,240	0.69	1.98	78.70	1.21	2.30	14.48	0.64
(b) Small factories	..	1,05,367	65,880	1.59	9.73	71.63	2.25	2.96	11.28	0.56

9. *Casual Leave :*

9.01. Both the First and the Second Tribunals for the Jute Industry in West Bengal had awarded casual leave on full pay, for 10 days in a year to 'the clerical employees in the office'. Other categories could get casual leave up to 10 days in a year but without pay.

9.02. During the present Survey, it was found that about 64 per cent. of the jute factories in the country were allowing casual leave to their employees. It was also found that only monthly-rated clerical, supervisory, professional, technical and administrative staff were enjoying the benefit of casual leave with wages. Daily-rated production workers and 'watch and ward workers' were generally deprived of this benefit. The former were usually eligible for 10 days' casual leave in a year, the condition of eligibility being a year's service in some units and permanency in a few others. About 80 per cent. units granting casual leave were paying to the employees, for the leave period, full basic pay and dearness allowance or the consolidated wages, as the case may be. In the remaining units, half basic pay plus full dearness allowance was being paid. In one of such units, however, only those employees who had been in service since 1948 were getting full basic and dearness allowance for the period of leave.

10. *Sick Leave :*

10.01. As per both the Jute Awards (First and Second), all categories of employees in the jute factories in West Bengal became entitled to 15 days' sick leave in a year on half pay, on the basis of a medical certificate. It was, however, pointed out by these Tribunals that this direction will hold good till 'sickness benefit' as provided for by Section 49 of the Employees' State Insurance Act, 1948, becomes actually available.

10.02. At the time of the present Survey, it is estimated that about 43 per cent. of the units in West Bengal were covered under the Employees' State Insurance Scheme and, accordingly, sick leave facilities in these units were available to the workers under the Scheme*. In rest of the units (where the Scheme had not been enforced), workers were entitled to such facilities as under the above-mentioned Jute Awards.

10.03. The results of the Survey indicate that production workers in all jute mills in West Bengal, not covered under the Employees' State Insurance Scheme, were generally entitled to 15 days' sick leave on half basic pay and full dearness allowance in the case of time-rated workers and half of the average earnings during the preceding four weeks and full dearness allowance in the case of piece-rated workers. 'Watch and Ward' workers were also entitled to take 15 days' leave on half basic pay and full dearness allowance. As regards the clerical, supervisory and other categories of employees, no uniform practice of granting sick leave in respect of the maximum days permissible and rates of payment seemed to have been followed in

* For details, please refer to 'Indian Labour Year Book', 1961, p. 263.

the jute mills in West Bengal. The sick leave admissible to them varied from 15 to 30 days and the rate of payment from half basic pay plus full dearness allowance to full basic pay and full dearness allowance. In units where the Employees' State Insurance Scheme was in force, employees not covered under the Scheme were generally entitled to 15 days' leave on medical grounds, on full normal pay.

10.04. Completion of one year's service in a majority of the cases and permanent status of employment or membership of the provident fund scheme in a few cases were found to be the qualifying conditions laid down in units where the Employees' State Insurance Scheme was not in force.

10.05. As regards the Residual Group, two large units surveyed (in Andhra Pradesh and Uttar Pradesh) were covered under the Employees' State Insurance Scheme and the workers in the same were entitled to receive sick leave benefits under the Scheme. In one of these units (in Andhra Pradesh) in addition to the above-mentioned facilities, all the workers and the clerical staff were also entitled to 10 days' sick leave on half basic wages and half D.A. In the small factory surveyed in Uttar Pradesh, only monthly-paid employees were eligible for 7 days' sick leave in a year on normal pay after completion of three months' service.

11. *National and Festival Holidays :*

11.01. The First Industrial Tribunal (1943) had made it obligatory for all the jute mills in West Bengal to allow eight national and festival holidays in a year to all the categories of employees. This number was increased to nine by the Second Tribunal in 1951.

11.02. The present Survey has shown that all the jute factories in the country were allowing festival and national holidays with pay to their employees. In West Bengal, all the large and small establishments were allowing such holidays to all the employees, the qualifying conditions being the same as those stipulated in the Second Omnibus Jute Award. Normally, festival holidays were observed by mills on the official dates notified in the calendar. Deviations from the official dates and the grant of one or two days' extra holidays were, however, made by some mills on certain important festival occasions such as Doljatra, Durga Puja, etc., in keeping with the past custom. In many such cases, the hours lost were recovered by readjusting the work schedule or by working on the previous Sunday.

11.03. In the Residual Group, all the jute factories were allowing these holidays but not to all the employees. For example, two of the three units surveyed allowed such holidays to the monthly-paid staff only while, in the third, all employees excepting those *badli* workers who had not completed 240 days' service, were eligible for the same. Further details can be seen from Statement 4.07.

STATEMENT 4.07

Percentage of Factories granting National/Festival Holidays
(1960-61)

Centre	Number of Factories	Percentage of Factories granting Holi days	Percentage Distribution of Factories granting Holidays			Percentage of Factories paying@		
			Up to 10 days	11-15 days	Above 15 days	Basic wages only	Basic wages + D.A.	Consolidated wages
1	2	3	4	5	6	7	8	9
1. <i>West Bengal</i> ..	84	100.0	96.4	3.6	—	—	100.0	—
(a) <i>Large factories</i> ..	24	100.0	87.5	12.5	—	—	100.0	—
(b) <i>Small factories</i> ..	60	100.0	100.0	—	—	—	100.0	—
2. <i>Residual</i> ..	11	100.0	18.2	81.8	—	—	100.0	—
(a) <i>Large factories</i> ..	4	100.0	50.0	50.0	—	—	100.0	—
(b) <i>Small factories</i> ..	7	100.0	—	100.0	—	—	100.0	—
3. <i>All-India</i> ..	95	100.0	87.4	12.6	—	—	100.0	—
(a) <i>Large factories</i> ..	28	100.0	82.1	17.9	—	—	100.0	—
(b) <i>Small factories</i> ..	67	100.0	89.6	10.4	—	—	100.0	—

@ to a majority of workers.

12. *Weekly Off :*

About 73 per cent. of the jute factories in the country were allowing a weekly day of rest to their employees with wages. In almost all the cases, the beneficiaries were the monthly-rated employees like the clerical, administrative and supervisory staff. The rest of the units (about 27%), too, were allowing a weekly day of rest but without wages to the daily-rated production workers.

CHAPTER V

WELFARE FACILITIES

1.01. The swing of pendulum from a policy of complete or partial *laissez faire* to a deliberate and calculated control of economic policies and matters affecting the well-being of the labour force of a country, confirms the important strides on the path of social uplift, made by various countries in the world of today. The 'human approach' to the problems of industrial labour has been increasingly in evidence in all countries, including India, for the last few decades. Various Committees or Commissions which have been appointed in India from time to time, for enquiring into the working conditions of the industrial labour in India, have never failed to pin-point the urgency and utility of ameliorative measures in order to promote the welfare of the workers. Government legislation has been quick in response and the various enactments passed thereby have gone a long way in improving such conditions.

1.02. During the present Survey, an attempt was made to assess the extent to which the jute factories in India had actually provided welfare facilities to their workers. The data collected in respect of some specific welfare activities (both obligatory and non-obligatory) as revealed by the Survey, appear in the following paragraphs.

2. *Facilities for Drinking Water :*

2.01. Arrangements for the adequate supply of drinking water were found to be existing in all the jute mills in the country, in the shape of water taps, connected either with the municipal mains or tubewells. Earthen pitchers, too, were in use in one small establishment in West Bengal.

2.02 Evidently, from the point of view of hygiene, the Factories Act prohibits location of any drinking water point within 20 feet of latrines and urinals. In the course of the Survey, it was noticed that none of the units had overlooked this aspect inasmuch as no drinking water point was situated within the prohibited distance.

2.03. The model rules framed by the Government of India under the Factories Act as well as the Rules framed by the Government of West Bengal provide that every factory employing more than 250 workers should supply drinking water cooled by ice or other effective method, during certain specified part of the year. Since all the jute factories in the country employ much larger number of workers than 250, they are expected to make such arrangements. However, only about 47 per cent. of the jute factories in the country had actually done so. The percentage of such units, of course, varied from about 43 in West Bengal to about 82 in the Residual Group.

3. *Washing Facilities :*

3.01. Section 42 of the Factories Act lays down that adequate and suitable facilities for washing should be provided and maintained

for the use of workers in every factory. Under Sub-section (2) of Section 42, the Government of West Bengal have prescribed rules regarding standards of such facilities*.

3.02. Provision for washing facilities had been made in about 82 per cent. of the jute factories in the country. Taps on stand pipes were the predominant arrangement for this purpose. In a few units in West Bengal, wash basins with taps had been provided while in some others, water stored in receptacles was used for the purpose. Where no separate washing facilities had been provided, the workers used drinking water for the purpose. Separate arrangements for women workers existed in all the units employing women and having washing facilities. It was, however, noticed that in about 18 per cent. of such units there were no proper screening arrangements.

3.03. Only about 13 per cent. units were supplying some washing material like soap and soda. Perhaps, the nature of the Industry being what it is, there was not much need of the same either.

4. *Bathing Facilities :*

4.01. The Factories Act does not contain any specific provision relating to bathing facilities but it authorises State Governments to make rules requiring certain types of factories to provide such facilities for certain categories of employees. The West Bengal Government have not framed any Rules on the subject.

4.02. As such, though the provision of such a facility was not obligatory for the Jute Industry, yet it was found, during the present Survey, that about 37 per cent. of the jute factories in the country had provided bathing facilities for workers. In West Bengal, all such units (about 39%) which had made these arrangements, had provided separate bathrooms for male and female workers, while the rest had made no arrangements at all. In the Residual Group, only 18 per cent. of the factories had provided bathrooms and that too for male workers only.

4.03. Bathing places, wherever provided, were generally kept neat and clean.

5. *Canteens :*

5.01. The desirability of starting cheap canteens for the jute mill workers had attracted the attention of the Labour Investigation Committee as well as the First Jute Industry Tribunal (1948). The former had noticed that only a few jute mills were running canteens, where light refreshments and tea were served. They had also appreciated the difficulties, in the initial stages, in running the canteens owing to factors relating to caste, different dietary habits of the workers, etc. Moreover, the Committee had found in 1944-45 that there was no law regulating the establishment of canteens. Since then, however, certain amendments to the existing law on the subject have been made according to which the State Governments may make rules requiring that in any specified factory wherein more than 250 persons are ordinarily employed, an adequate canteen according to the prescribed standards should be provided for the use of the workers.

* 'The Calcutta Gazette Extraordinary', Feb. 13, 1957, p. 483.

canteen according to the prescribed standards, should be provided for the use of the workers.

5.02. The present Survey shows that there has been a considerable improvement in this direction ever since. Since all the jute factories covered employed more than 250 workers, they were under an obligation to maintain canteens for their employees. And, all of them excepting one large establishment in the Residual Group were found to have provided this facility for their employees. Thus, it is estimated that at the time of the Survey, cent. per cent. of the jute mills in West Bengal and about 98 per cent. in the country as a whole had canteens.

5.03. About 95 per cent. of these canteens served simply tea, coffee and snacks and only 5 per cent. had made arrangements for the sale of meals as well. With the exception of about 20 per cent. of small factories in West Bengal, all other factories in this State as well as other centres were found to have made adequate drinking water arrangements in the canteens.

5.04. In nearly 76 per cent. of the units, canteens were being run by the managements themselves, about 21 per cent. by contractors and the rest jointly by the workers and the managements. In most of the units (about 84%), canteen managing committees had been constituted and they were generally responsible for fixing the prices of various items. In all other cases, prices were fixed by the managements.

5.05. Price lists of various items sold, duly approved by the managing committees, were often not displayed in the canteen halls; only in about 25 per cent. of the units where canteens existed, such lists could be seen. Since, generally, there were not many day-to-day variations in the prices of various items, workers were usually aware of them and as such many employers stated that they did not consider it necessary to display the price lists in the canteen halls.

5.06. Of the total estimated number of workers employed in the jute mills having canteens (i.e. about 2.27 lakhs), about 70,000 workers (or 30.8%) were estimated to be visiting the canteens daily. This none-too-high percentage of the workers availing this facility could possibly be attributed to many factors, for example,

- (1) many workers had their houses nearby and preferred to go home during rest intervals, which, for the day-shift workers was, in most cases as long as 3 hours.
- (2) Since, usually, the payment in cash was insisted upon in the canteens, the workers felt more tempted to patronise the stalls outside the mills instead, where they could get eatables on credit.
- (3) Prejudices against eating outside kept some workers away. Some of the workers did not feel satisfied with the hygienic conditions while others felt that since there was no

significant difference in the prices charged in the canteen and in other shops, it was immaterial whether they utilised the canteens or shops outside the mill premises.

5.07. In about 73 per cent. of the units, the canteens were satisfactorily located inasmuch as their surroundings were clean and they were some distance away from the work places. In these units, the hygienic conditions were also good. In the case of the remaining 27 per cent., neither the location nor the hygienic conditions were satisfactory. In such units either the canteens were located in very uncongenial surroundings or the kitchens were not white-washed properly or the eatables were found lying exposed or improperly covered.

6. *Creches :*

6.01. As mentioned earlier, employment of women is quite a common feature in jute mills and, consequently, creche facilities provided in the Industry have invariably invited the attention. When the Labour Investigation Committee conducted their enquiry, maintenance of creche was a statutory obligation only for those factories which employed more than 50 women workers and which were directed to do so by the State Governments. In West Bengal, where most of the jute mills are located, no such directions had been issued and therefore wherever creches existed, they had been provided voluntarily by the managements. The Labour Investigation Committee in their report on Jute Mill Industry mentioned that about 20 mills in Bengal had provided creches. The Committee observed : "There appears to be a great need for starting creches in other mills, as women are employed to a considerable extent. Cases have been reported of mothers doping their babies with opium to keep them quiet during the time that they are at work"* . In regard to the standard of the creches which existed, they remarked that some of them were well-equipped with cradles, while the equipment in others left much to be desired.

6.02. Provision of creche facilities was one of the issues before the First Jute Industry Tribunal in 1948. The Tribunal felt that creches were a great necessity in factories employing women in substantial numbers and therefore directed that in every jute mill wherein more than 50 women workers were ordinarily employed, a suitable room or rooms should be maintained for the use of children under the age of six years belonging to such women. Subsequently, as a result of the revised and consolidated Factories Act, passed in 1948, it became obligatory for all factories employing more than 50 women to maintain a creche of prescribed standards.

6.03. On the basis of the present Survey, it has been estimated that nearly 94 per cent. of the jute factories had women workers on their roll during December, 1959. However, since the law requires only those factories which employ more than 50 women to maintain a creche, it was found that only 58 per cent. of the jute mills employing

*'Report', p. 32.

women were under an obligation to provide this facility. The Survey results show that nearly all such mills (about 96 per cent. of those under a statutory obligation) were maintaining the creches. The management of one of those mills which were required to maintain a creche but had not done so, pointed out that they had been maintaining a creche till 1957 but had to close it as the women workers did not make any use of the same. It is noteworthy that a few small establishments in West Bengal which were not under statutory obligation were also found to be maintaining creches. As a result, while only about 58 per cent. units, as mentioned above, were under such an obligation, actually about 70 per cent. of the factories employing women had provided this facility.

6.04. As regards conditions obtaining in creches, it was found that only about 42 per cent. of the units could be said to be maintaining creches in a satisfactory condition. In these units, creches were situated in congenial surroundings, their buildings conforming to the prescribed standards. They were found properly lighted, ventilated, furnished and maintained in a clean and tidy condition. Children attending them were supplied invariably with milk and refreshment. The latter generally consisted of biscuits, fruits and bread, etc. Toys were supplied to children in about 52 per cent. of units providing creches but, as reported, they were not easily and ordinarily available to children in some cases.

6.05. Full-time staff to look after the children had been appointed in all the creches, *ayahs* were generally appointed for this purpose, the number of which usually varied from one to three. Medical officers of the mills were normally in charge of the creches and supervised the cleanliness of the place and supply of milk, etc.

7. Lockers :

Jute mills in the country are not under any statutory obligation to provide lockers and none was found having the same for the workers.

8. Rest Shelters :

8.01. No information is available regarding the rest shelters provided by the jute mills in 1944-45, the time when the Labour Investigation Committee conducted the enquiry. The Factories Act, 1934 which was in force at that time, contained only an enabling provision under which the State Governments could order any factory employing more than 150 workers to provide a rest shelter. Since this provision was not invoked by the Bengal Government, the jute mills in the State were not under any statutory obligation to provide rest shelters. The matter concerning provision of this amenity was considered by the First Jute Industrial Tribunal in 1948. According to the information available in the Award* at that time, 50 per cent. of the jute mills in Bengal had provided rest shelters. The Tribunal felt that such an amenity was a necessity. Since the bill to consolidate and amend the factory law, which was in the Parliament at that time

already contained a provision to make maintenance of rest shelters obligatory in every factory wherein more than 150 workers were ordinarily employed, the Tribunal recommended that every jute factory in Bengal should provide rest shelters in accordance with the provisions of the Bill*. This Bill was passed into an Act in 1948.

8.02. It was noticed during the course of the Survey that since all jute factories normally employed more than 250 workers, they were under a statutory obligation to maintain canteens and in case they had done so, they were under no obligation to provide and maintain shelters or rest rooms** and if any unit did provide, it could be taken as a gesture of goodwill. It is estimated that about 25 per cent. of jute factories had provided rest shelters for the use of their workers in addition to canteens. Only one sampled establishment in the Residual Group had not provided rest shelter although it was under obligation to do so, because of the absence of a canteen in the unit. Generally, the buildings where such rest shelters were provided, were *pucca*; they were sufficiently lighted, ventilated and maintained in a tidy condition. They were also found to be affording adequate protection against bad weather.

9. *Recreational Facilities :*

9.01. As regards the provision of recreational facilities, the present Survey has indicated some improvement as compared to the similar arrangements in the past. It has now been estimated that about 87 per cent. of jute mills in the country had provided some or the other types of recreational facilities, though, of course, the type of arrangement varied from unit to unit. Of the factories providing recreational facilities, about 82 per cent. of the large and about 67 per cent. of the small establishments had made arrangements for indoor or outdoor games as also cultural programmes. Football formed part of the outdoor games in almost all the units; volley ball too was quite common. In some, hockey and badminton were popular. Indoor games included playingcards, carroms, billiards, table tennis and chess, etc., though the first two were most popular. In about 39 per cent. of the establishments providing indoor games, the facility was extended only to supervisory staff or those who paid subscription but in the rest they were available to all.

9.02. The cultural programmes mentioned above, comprised dramas, film shows, religious and social functions which were occasionally held in various units. In about 71 per cent. of the large and about 78 per cent. of the small establishments, religious and social functions were reported to have been celebrated. About 7 per cent. of all the units had programmes organised only on festive occasions for the recreation of the workers. As regards film shows, about 61 per cent. of the large and about 33 per cent. of the small establishments providing recreational facilities were found to have made this facility available; the percentage of the units which had made arrangements for dramas, etc., was 50 and 35 respectively.

* 'Ibid', p. 99.

**Under the Factories Act, any factory maintaining a canteen of the prescribed standard need not maintain a rest shelter.

9.03. In all the jute mills where recreational facilities were being provided, the expenses were usually being met by the managements. In roughly one-fourth of such mills they were being financed jointly by workers and managements and in about 11 per cent. the welfare funds were being used for the purpose. In majority of the cases, the arrangements relating to recreation were the responsibility of Labour or Welfare Officer; but some of the mills had constituted committees consisting of representatives of the employers and employees for the purpose.

10. *Educational Facilities :*

10.01. The responsibility of the employers in matters of providing facilities for the education of their employees or their children has been, and continues to be, a controversial subject. Nevertheless it goes to the credit of managements of some of the jute mills for taking initiative in this direction. The Labour Investigation Committee reported that, in 1944, some of the jute mills had established schools for the children of their operatives and many were giving only donations to schools in the neighbourhood. However, the Committee observed that in general the facilities provided for the education of the children of the operatives were very poor*.

10.02. Information collected in the course of the present Survey, however, shows that there has been a substantial improvement in this direction. It is estimated that about 79 per cent. of the jute factories in West Bengal and about 82 per cent. in the Residual Group, had started schools for educating the children of their employees. Thus the position at the all-India level appeared quite satisfactory inasmuch as about 79 per cent. of the mills had provided such facilities.

10.03. Of the units having such arrangements, about 67 per cent. were running primary schools only, about 21 per cent. high schools and 12 per cent. schools up to middle standard. No colleges, however, were being run by any factory. It is estimated that nearly 15,000 children** were receiving education in these schools on 31st December, 1959.

10.04. About 91 per cent. of the factories providing educational facilities did not charge any fees from the students. The remaining, though charging fees, had provided rent-free building, free water, electricity and furniture to the school, thus contributing to the reduction in the fees charged. Nearly one out of every three units which had made these arrangements, were supplying certain items of stationery, e.g., slates and pencils, free of cost to all children attending the schools, while a few of them were supplying books and stationery to needy children only.

10.05. It was also found that some units in West Bengal were paying subsidy to schools run by outsiders regularly or occasionally, their percentage being 14 and 9 respectively. Adult education cen-

*'Report' p. 33.

**This number does not necessarily relate to workers' children.

tres were being run by about 21 per cent. of the units in West Bengal, there being none in the Residual Group. Considering the fact that in 1944-45, none of the mills had any such centres, there seems to be considerable improvement. However, not many workers were seen to be taking the advantage of these centres as those attending the centres represented only 0.36 per cent. of the employees in the units having such centres. They constituted only 0.11 per cent. of the workers in the Industry as a whole. Except for a few (17%), all such centres were being run outside the mill premises.

11. Housing Facilities :

11.01. The Jute Industry is one of the few major industries in the country which had paid attention to providing housing accommodation to the workers. In 1929, the Royal Commission on labour had reported that, as claimed by the employers, between 30 to 40 per cent. of the total labour force had been housed by various companies in the jute mill areas*. The Labour Investigation Committee in their Report observed that in 1944-45, there was no material change in the position as compared to the pre-war period except that a few mills had added a few rooms and quarters and effected improvements in the designs. Statistics furnished by the Indian Jute Mills' Association showed that the percentage of workers housed by individual mills, varied from 7.9 to 100. Information collected by the Committee from 19 mills in Bengal providing housing accommodation to their workers showed that only 39 per cent. of the total working force in these units was housed by the employers**.

11.02. Data available from the present Survey show that nearly 94 per cent. of the jute mills in the country were providing housing accommodation to their employees. In fact, except for 10 per cent. of the small jute factories in West Bengal, all others in the country had made arrangements for housing their employees, as is clear from the following Statement.

STATEMENT 5.01

Percentage of Factories Providing Houses, etc.

Centre	Number of Factories	Percentage of Factories providing Houses	Percentage of Houses consisting of		
			One room	Two rooms	Three rooms
1	2	3	4	5	6
1. <i>West Bengal</i>	84	92.9	96.9	2.1	1.0
(a) Large factories	24	100.0	96.1	3.1	0.8
(b) Small factories	60	90.0	97.4	1.5	1.1
2. <i>Residual</i>	11	100.0	92.9	6.2	0.9
(a) Large factories	4	100.0	89.4	7.7	2.9
(b) Small factories	7	100.0	94.6	5.4	—
3. <i>All-India</i>	95	93.7	96.6	2.4	1.0
(a) Large factories	28	100.0	95.8	3.3	0.9
(b) Small factories	67	91.0	97.2	1.8	1.0

**Report' pp. 270-273.

**Report' p. 29.

Generally, the provision of one-room tenements seemed to be the rule inasmuch as about 97 per cent. of houses provided in the units belonged to this category. Usually, one-room tenements had a *verandah* and/or a kitchen attached to them. About 2 per cent. of the houses had 2-room accommodation while hardly about one per cent. of them were 3-roomed. Most of these houses were *pucca* built.

11.03. The first category of accommodation was usually allotted to the production workers and watch and ward workers. The supervisory staff including overseers, senior assistants, technical and clerical staff were allotted two-room houses, and houses with still better accommodation were provided to administrative and managerial personnel.

11.04. It is estimated that of the 2,36,109 workers employed in the Jute Industry (in December, 1959), about 29 per cent. had been provided houses by the employers. In the matter of proportion of workers provided with accommodation, the position seemed to be better in smaller factories than in the large ones as can be seen from the following Statement :

STATEMENT 5.02

Percentage of Workers Allotted Houses in the Jute Industry (December, 1959)

Centre	Estimated Number of Workers Employed	Percentage of Workers Allotted Houses
1	2	3
1. <i>West Bengal</i>	2,13,010	28.4
(a) Large factories	1,05,218	22.2
(b) Small factories	1,07,792	34.5
2. <i>Residual</i>	23,099	30.4
(a) Large factories	12,857	7.8
(b) Small factories	10,242	58.8
3. <i>All-India</i>	2,36,109	28.6
(a) Large factories	1,18,075	20.6
(b) Small factories	1,18,034	36.6

11.05. Jute factories providing houses were either not charging any rent from their employees or the amount charged was only nominal. The workers had thus the benefit of either rent-free or low-rent quarters. Thus, of the total houses provided by jute mills in the country, about 24 per cent. houses were rent free while for the remaining, rent was being charged. Even among those charging rent, the supervisory staff, administrative and technical personnel were usually exempted from the payment of the same. The clerical staff were paying rent in about 22 per cent. of the units only. Other employees were being charged at reasonably low rates. In the bigger as well as the smaller units, the rent for one-room tenements, given to production workers, usually varied from Re. 0.50 to Rs. 3 p.m.

11.06. None of the units surveyed was providing any facility whatsoever to its employees for building houses.

12. Medical Facilities :

12.01. In their Main Report, the Labour Investigation Committee observed, "Generally speaking, the medical organisation in the country as a whole is extremely inadequate and correspondingly the special medical facilities provided by employers are also insufficient from both the quantitative and qualitative standards..... The medical facilities are, of course, of various types and grades ranging from mere first-aid to hospitals of first class type.....The position in regard to the provision of maternity and child welfare centres is much less satisfactory than that of ordinary medical facilities*. They had also observed that dispensaries or hospitals were attached to most of the jute mills**.

12.02. The Jute Industrial Tribunal (1948) found that the standards of medical facilities varied very widely from mill to mill. Expressing their agreement with the views of the Labour Investigation Committee, they observed that the majority of the mill dispensaries were ill-equipped, were not run efficiently and did not adequately serve the needs of the working population appertaining to the different jute mills***.

12.03. At the time of the present Survey, it was found that most of the jute mills (80%) in the country had dispensaries/hospitals attached to them. All the large establishments (both in West Bengal and Residual Group) had dispensaries or hospitals. As regards small establishments in West Bengal, about 80 per cent. were maintaining dispensaries or hospitals, while the remaining had arrangements for treating workers in their ambulance rooms. These facilities were in addition to those available under the Employees' State Insurance Scheme wherever it was in force. The small establishment surveyed in the Residual Group did not have any dispensary or hospital attached to it.

12.04. On the whole, about 68 per cent. of units providing medical facilities in the country had appointed full-time doctors for the purpose, about 16 per cent. had both full-time and part-time doctors while the rest (about 16%) had only part-time doctors. The latter were usually available in dispensaries/hospitals for 12 to 18 hours a week in all such units. Other staff appointed generally included compounders, dressers, midwives, nursing orderlies, etc.

12.05. Generally, the doctors visited the workers' houses and took care of the health and sanitary conditions within the factory areas as also of the housing colonies. They inspected the creches periodically, wherever they were maintained. Certifying medical fitness of the workers at the time of recruitment, periodical medical check-up of the workers, recommendation of sick leave, if necessary, and vaccination and inoculation of workers and their families in order to prevent the spreading of epidemics, etc., were some of the duties of these doctors. In those factories, which were covered under the Employees' State Insurance Scheme, the doctors attended to only

* pp. 357-58.

** 'Report on Jute Industry' p. 32.

** 'Award', p. 84.

the members of the workers' families and those not covered under the said scheme. As mentioned elsewhere, contract labour had been employed in about 4 per cent. of the jute factories in the country. It was found that the medical facilities were available to such workers in the same manner as to the direct labour.

13. Ambulance Rooms :

13.01. Under the Factories Act, every factory employing more than 500 workers is required to provide and maintain an ambulance room. The rules framed by the State Governments prescribe the requirements of such rooms.

13.02. About 74 per cent. of units, according to the Survey, had made arrangements for the ambulance rooms while all of them were under a statutory obligation to provide the same. The remaining units (excepting one small establishment in the Residual Group) were reported to be generally having fully-equipped dispensaries/hospitals or had made some arrangements with the local doctors for the purpose. As between different centres, 25 per cent. of large and 20 per cent. of small units in West Bengal had not provided any ambulance room, presumably because of the existence of attached dispensaries/hospitals. As regards the Residual Group, all the large establishments had ambulance rooms while the only one small establishment surveyed had not provided any ambulance room nor had it made any other arrangement for the medical treatment of the workers.

13.03. The ambulance rooms were usually under the charge of doctors and other staff employed for the dispensaries or the hospitals. But where there were no dispensaries or hospitals, full-time medical staff had been engaged for the ambulance rooms.

14. First-Aid :

14.01. The Factories Act, 1948, lays down that every factory shall maintain first-aid boxes, at the rate of one for every 150 workers ordinarily employed. Standards have also been prescribed regarding the items to be provided in the first-aid boxes. The law further requires that such boxes should be readily accessible to workers during all the working hours.

14.02. Since, as already stated, most of the jute mills in the country (80%) had attached dispensaries/hospitals, only about 49 per cent. of jute mills were found, during the Survey, to be maintaining first-aid boxes. The figures for the two centres, viz., West Bengal and Residual were 43 per cent. and 100 per cent. respectively.

14.03. The law requires that each box should be kept under the charge of a trained first-aider. However, it was found that in about 43 per cent. units, there were no trained first-aiders at all. Probably, since most of the jute factories had full-fledged dispensaries/hospitals, managements did not consider it necessary to keep trained first-aiders separately for the different first-aid boxes, in the various departments. Moreover, fully equipped and adequately staffed dispensaries were usually close to the work places and the workers in

need of first-aid could be taken to such dispensaries. In about 49 per cent. of the jute factories maintaining first-aid boxes, the contents were found to be complete. In the remaining factories, some or the other deficiency in the first-aid equipment was noticed. Snake-bite lancet, scissors, copy of the first-aid leaflet issued by the Chief Adviser of Factories were among the items generally missing from these boxes.

5. *Transport Facilities :*

15.01. No transport facilities were usually given to the jute workers by the management in West Bengal and elsewhere. It may be due to the fact that a majority of the jute workers lived not very far from the mills, either in private or the company's houses. As such, only about 11 per cent. of the jute factories in West Bengal have been reported to have provided some transport facilities to their workers. In these establishments, too, the arrangements for free transport of workers from home to factory and back, were made only for such workers who were living on the other side of the Hooghly and had to cross the river to reach the factory. A few boats were owned by these establishments which were used for the purpose.

15.02. In the absence of these facilities, no allowance was payable to any worker in any factory.

6. *Other Amenities :*

16.01. At the time of their enquiry, the Labour Investigation Committee had noticed that since the introduction of rationing, all the jute mills had established grain shops for their workers, though there were loud complaints about the quality of grains made available.

16.02. During the present Survey, no unit in the country was found having made any arrangements for running grainshops. Interest was evinced by some workers in a few large establishments, though in a small measure, to organise co-operative societies by pooling their available resources. A little more than 8 per cent. of the units in the country—all of them being large—had started co-operative credit societies. Co-operative Stores were being run in about 1 per cent. of the units in the country. Items like *Atta* and stationery were sold in the Stores. In about 3 per cent. of the units (all in West Bengal), co-operative banks were being run of which only permanent employees were eligible to become shareholders. These banks were extending loan facilities to their shareholders for specific purposes.

CHAPTER VI

SOCIAL SECURITY

1. When the Labour Investigation Committee conducted their enquiry in 1944-45, the jute mill workers in India were not enjoying any substantial measure of social security. However, with the independence of the country, much headway has been made in this direction. Consequent upon the adoption of various statutory measures by the Government of India and, to a great extent, on account of the various Jute Tribunals appointed from time to time, the workers in the Jute Industry enjoy many more benefits, today, than at any other time as the following paragraphs, based upon the result of the present Survey will show.

2. Provident Fund Schemes :

2.01. Almost none of the jute factories in Bengal had any provident fund scheme for the workers when the Labour Investigation Committee conducted their inquiry. However, two jute mills served in South India (Nellimarla and Chitavalsah) had introduced provident fund schemes for the office staff. In view of the great importance of making suitable provision for the future requirements of the workers, the Jute Industrial Tribunal (1948) had discussed the issue in great details and given their findings*. As a result of their award, all the jute factories in West Bengal introduced provident fund schemes since January 1949. These schemes were contributory in character under which every member-employee contributed $6\frac{1}{4}$ per cent. of his basic wages and his employer contributed an equal amount. With the introduction of the Employees' Provident Fund Scheme, the basis of contribution was changed from $6\frac{1}{4}$ per cent. of basis wages to that of the total earnings, (i.e., basic wages, dearness allowance and cash value of food-grain concession, if any). All workers were henceforth making contributions at the above rates. Employers' contributions were also consequently raised to bring them in conformity with those of the employees.

2.02. During the present Survey, all the jute factories were found to have introduced provident fund schemes for their employees. Conditions prescribed for eligibility were as laid down in the Employees' Provident Fund Scheme, 1952, namely, completion of one year's continuous service of 240 days' work during a period of 12 months. In one of the jute establishments (in U.P.), employees even drawing more than Rs. 500 p.m. were enjoying the benefit of an optional provident fund scheme and could contribute at the rate of $6\frac{1}{4}$ per cent. of their emoluments. Similarly, in a small establishment in West Bengal, there was a separate scheme for the clerical staff in addition to the Employees' Provident Fund Scheme for others.

2.03. Almost all the jute factories in West Bengal (about 93%) had introduced Provident Fund Schemes between 1946—50. This was

*Award, pp. 67—74.

so, obviously, due to the direction given by the First Jute Industry Tribunal in 1948, as mentioned earlier. The remaining (i.e., one of the sampled units) followed suit in 1956 because of the fact that it started functioning only in 1954. In the Residual Group, however, schemes were introduced only during 1951—55.

2.04. An estimated number of 1,86,698 jute workers i.e., about 79 per cent. of the total were members of the provident fund schemes as on 31st December, 1959. The rest were some casual, temporary and *badli* workers who could not fulfil the qualifying conditions as laid down under the Act. Details for the different centres can be seen from the following Statement :

STATEMENT 6.01

Percentage of Factories having Provident Fund Schemes, etc.
(December, 1959)

Centre	Number of Factories	Percentage of Factories having Provident Fund Schemes	Estimated total Number of Workers (covered under the Fac- tories Act) as on 31-12-59	Estimated Number of Workers who were Members of the Provi- dent Fund Schemes	Percentage of Workers covered under the Pro- vident Fund Schemes to the total Number em- ployed (as in Col. 4)
1	2	3	4	5	6
1. <i>West Bengal</i> ..	84	100.0	2,13,010	1,67,345	78.6
(a) Large factories	24	100.0	1,05,218	83,820	79.7
(b) Small factories	60	100.0	1,07,792	83,525	77.5
2. <i>Residual</i> ..	11	100.0	23,099	19,353	83.8
(a) Large factories	4	100.0	12,857	11,570	90.0
(b) Small factories	7	100.0	10,242	7,783	76.0
3. <i>All-India</i> ..	95	100.0	2,36,109	1,86,698	79.1
(a) Large factories	28	100.0	1,18,075	95,390	80.8
(b) Small factories	67	100.0	1,18,034	91,308	77.4

3. Pensions :

3.01. Prior to the introduction of provident funds schemes, some jute establishments in the country were paying pensions to their employees when they retired from service. The Labour Investigation Committee had noticed in 1944-45 that 22 out of 101 jute mills in Bengal had made some provision for the future of their operatives, either in the shape of old age pensions and/or gratuity. In one of the jute factories in U.P., too, small pensions used to be granted to a few workers at the discretion of the management. With the introduction of provident fund schemes in the Industry, the pension schemes were gradually discontinued. However, it was noticed that there were some jute factories in the country where, under the old pension schemes which had been in operation before the enforcement of provident fund schemes, the beneficiaries continued drawing pensions.

3.02. At the time of the present Survey, it was observed that only 12 per cent. of large and 20 per cent. of small establishments in West

Bengal were having pension schemes but for their clerical staff only. These schemes were known as 'Domestic Pension Scheme', 'Retiring Allowance and Clerical Staff Benefit Scheme', etc. In these establishments the beneficiaries could be eligible only after 25 to 30 years' service. The rate of payment, however, varied from unit to unit and was at the discretion of the managements.

4. *Gratuity Schemes :*

4.01. As already mentioned, the Labour Investigation Committee had noticed that 22 out of 101 jute mills in Bengal had made provisions for the future of their operatives in the shape of old age pensions and/or gratuity. The scale of gratuity varied from mill to mill. Some mills paid to their workers two weeks' earnings for each year of service. As reported, no gratuity was being paid at that time in other places. It may also be mentioned that the payment of gratuity to the workers at the time of death, retirement, etc., was entirely at the discretion of management and was paid to only those workers who had long period of service and good work to their credit.

4.02. The Jute Industrial Tribunal, 1948, having discarded the existing pension system, had come to the conclusion that a contributory provident fund system would be the most suitable arrangement for the future security of workers. The employers were directed to introduce the contributory provident fund system within four months of the publication of the Tribunal's Award. In the meantime (i.e., four months), the following system of gratuity in respect of all employees, was directed by the Tribunal to be enforced, in place of the then existing system of pensions.

"1. On retirement after continuous service for not less than 15 years—gratuity at the rate of half a month's basic wages for each completed year of service subject to a maximum of 15 months' basic wages.

2. On retirement before completing 15 years of service by reasons of superannuation on medical grounds or owing to any other sufficient cause approved by the employer in this behalf—gratuity at the rate of half a month's basic wages for each completed year of service.

3. On death—gratuity at the rate of half a month's basic wages for each completed year of service (payable to the employee's nominees or heirs) subject to a maximum of 15 month's basic wages"*.

4.03. However, with regard to old employees who had served for many years prior to the introduction of the proposed provident fund scheme, as directed by the Tribunal, the latter decided that a system of gratuity which should be of a complementary character, should be introduced. Such employees consequently became entitled to gratuity at the rate of half a month's wages for every completed year of service before the introduction of provident fund.

4.04. On the basis of the data collected during the present Survey,

*'Award' pp. 73- 74.

it has been estimated that 7,966 persons in the Industry received gratuity during 1959. Details for the two centres are given below:—

STATEMENT 6.02
Percentage of Jute Factories having Gratuity Schemes
(1960-61)

Centre	Number of Factories	Percentage of Factories where gra- tuity sche- mes were in force	Estimated Number of Workers who received Gratuity during 1959
1	2	3	4
<i>West Bengal</i>	84	92.9	7,643
(a) Large factories	24	100.0	4,103
(b) Small factories	60	90.0	3,540
<i>Residual</i>	11	18.2	323
(a) Large factories	4	50.0	323
(b) Small factories	7	—	—
<i>All-India</i>	95	84.2	7,966
(a) Large factories	28	92.9	4,426
(b) Small factories	67	80.6	3,540

It could be seen from above that all large and 90 per cent. of small establishments in West Bengal had introduced gratuity schemes. In the Residual Group, only one large factory surveyed had done so.

4.05. Wherever gratuity schemes were operating, the payment was being made on retirement, death, voluntary resignation, discharge from service on medical grounds and dismissal from service on grounds other than gross misconduct. In the case of retirement and voluntary resignation, a minimum period of 15 years' service was insisted upon while in the case of death and discharge on medical grounds, a year's service was considered sufficient for being entitled to gratuity.

4.06. Generally, gratuity was payable at the rate of half a month's average basic pay of the last 12 months; for every completed year of service in respect of a period prior to the introduction of provident fund schemes. This rate of payment was in accordance with that prescribed under the Jute Award of 1948. However, in one of the small jute mills in West Bengal, the rate of payment was fixed at one-fourth of a month's basic pay, it having been allowed to do so under the Second Jute Award.

5. Maternity Benefits :

5.01. Legislation providing for payment of cash maternity benefits for certain periods before and after confinement, granting of leave and certain other facilities, etc., to women employed in factories, exists in almost all States, under the various Maternity Benefit Acts passed by the State Governments. However, where the Employees' State Insurance Scheme has been put into force, the employers are

absolved of their liability under the concerned Meternity Benefit Act.

5.02. At the time of the present Survey, the Employees' State Insurance Scheme was in operation in some of the areas where the sampled jute mills are located* and, thus, the benefit was payable by the Employees' State Insurance Corporation in these areas. However, the statistics pertaining to maternity benefit payment in respect of the jute factories which had made direct payments to their women workers show that an estimated number of 561 directly employed women workers made claims for maternity benefits during 1959. Out of the claims made, about 96 per cent. were paid. The remaining probably related to maternity cases in which women were not eligible to receive the benefits. Details for different regions are as in the following Statement :—

STATEMENT

*Percentage of Jute Factories Which Paid and Women Workers Who Received Maternity Benefits
(During 1959)*

Centre	Number of Factories	Percentage of Factories Employing Women	Estimated Number of Claims made	Percentage of Claims paid
1	2	3	4	5
1. <i>West Bengal</i>	84	92.9	561	96.4
(a) Large factories	24	100.0	337	94.0
(b) Small factories	60	90.0	224	100.0
2. <i>Residual</i>	11	100.0	—	—
(a) Large factories	4	100.0	—	—
(b) Small factories	7	100.0	—	—
3. <i>All-India</i>	95	93.7	561	96.4
(a) Large factories	28	100.0	337	94.0
(b) Small factories	67	91.0	224	100.0

6. Workmen's Compensation :

6.01. The Workmen's Compensation Act, 1923, as amended from time to time and the Employees' State Insurance Act, 1948, provide for the compensation to workers who are injured on account of accidents arising out of and in the course of employment.

6.02. The provisions of the Workmen's Compensation Act were applicable, at the time of the Survey, to all the jute factories excepting those covered under the Employees' State Insurance Scheme. Information was collected, during the Survey, in respect of the number and nature of accidents from the jute factories not covered under the Employees' State Insurance Scheme.**

5.03. On the whole, an estimated number of 7,358 directly employed workers were involved in accidents in the Jute Industry during 1959. Perhaps a better picture of the number of recurrence of acci-

*Calcutta and Howrah in West Bengal, Nellimarla in Andhra Pradesh and Kanpur and Sahjanwa in Uttar Pradesh.

**It was not possible to collect the data from the units covered under the Employees' State Insurance Scheme.

dents could be had when the number of workers involved in accidents *vis-a-vis* the number of workers employed was taken into account. The rate of accidents per thousand, based on the estimates of average number employed during 1959, as also the distribution of workers involved by nature of accidents are given in the following Statement.

STATEMENT 6.04

*Estimated Proportion of Workers Involved in Accidents by Nature of Accidents.
(During 1959)*

Centre	Estimated Average Number of Workers Employed	Estimated Number of Workers Involved in Accidents	Distribution of Workers Involved in Accidents resulting in		
			Death	Permanent disability	Temporary disability
1	2	3	4	5	6
1. <i>West Bengal</i> ..	183,488	7,358 (40·10)	15 (0·08)	310 (1·69)	7,033 (38·33)
(a) Large factories	94,742	3,783 (39·93)	4 (0·04)	223 (2·36)	3,556 (37·53)
(b) Small factories	88,746	3,575 (40·28)	11 (0·12)	87 (0·98)	3,477 (39·18)
2. <i>Residual</i> ..	*—	—	—	—	—
(a) Large factories	—	—	—	—	—
(b) Small factories	—	—	—	—	—
3. <i>All-India</i> ..	183,488	7,358 (40·10)	15 (0·08)	310 (1·69)	7,083 (38·33)
(a) Large factories	94,742	3,783 (39·93)	4 (0·04)	223 (2·36)	3,556 (37·53)
(b) Small factories	88,746	3,575 (40·28)	11 (0·12)	87 (0·98)	3,477 (39·18)

Note: Figures within brackets indicate rate of accidents per thousand workers employed

As mentioned earlier, data regarding the incidence of accidents could not be collected from those units covered under the Employees' State Insurance Scheme. The above figures relate to those factories only which were not covered under the above Scheme. It will be seen that the rate of accidents was fairly high in West Bengal, being about 40 per thousand, for both the large and small factories.

6.04. The large number of persons involved in accidents in the Jute Industry, during 1959, need not be taken as indicative of an alarming situation inasmuch as the injury in most of the cases was of a minor nature causing temporary disability only. The number of workers who were permanently disabled in accidents was not large i.e., 310 (rate per 1,000 workers employed being about 1·7 only). The number of persons involved in fatal accidents was negligible.

6.05. Compensation is also payable, under the Workmen's Compensation Act, in the case of certain occupational diseases mentioned in a schedule to the Act.

6.06. During the present Survey, about 25 per cent. units were found to have reported occupational diseases. Jute Dermatitis, Bronchitis and Pneumoconiosis were reported to be common in the Industry. Use of batching oil and inhalation of jute dust, etc., were said to be the main causes of such diseases. No cases of occupational diseases in respect of which compensation was paid were, however, reported.

* Since all the factories surveyed in the Residual Group happened to be covered under the Employees' State Insurance Scheme, information in regard to them is not being given here.

CHAPTER VII

INDUSTRIAL RELATIONS

1.01. In India, most of the causes that lead to industrial unrest have been operative ever since the establishment of the large-scale industries during the middle of the last century. However, prior to 1918-19, strikes were not very common in the country mainly because the workers were illiterate and unorganised. World War I changed the situation, leading to mass awakening; acute discontentment became increasingly manifest in most of the industrial centres in the country and consequently the Government could not continue sticking to the policy of *laissez faire* for a long time. From then onwards and particularly ever since Independence, considerable thought and action have been devoted to matters pertaining to the importance of labour management relations in India. Various Acts passed by the Government of India (notably the Industrial Disputes Act, 1947) and other State Governments, have gone a long way in improving industrial relations in the country.

1.02. During the present Survey, attention was focussed on some important aspects of the industrial relations in the Jute Industry and what was observed appears in the following paragraphs.

2. Industrial Disputes :

2.01. Data pertaining to the industrial disputes in the Jute Industry were not collected during the present Survey since the same were available in the Labour Bureau. Such information* in respect of the number of disputes in the Jute Industry and the consequent loss of mandays in each of the past 10 years is given below.

STATEMENT 7.01**

*Number of Disputes Resulting in Work Stoppages, Workers involved
and Man-Days lost in the Jute Industry
(From 1951 to 1960)*

Year							Number of Disputes***	Number of Workers involved	Number of Mandays Lost
1							2	3	4
1951	..	..	..	..	..	..	18	29,086	1,03,791
1952	..	..	..	..	..	..	33	37,482	1,50,655
1953	..	..	..	..	..	..	31	44,838	3,50,907
1954	..	..	..	..	..	..	25	52,884	3,47,298
1955	..	..	..	..	..	..	25	53,156	8,69,387
1956	..	..	..	..	..	..	21	40,063	11,66,023
1957	..	..	..	..	..	..	16	29,498	4,16,750
1958	..	..	..	..	..	..	20	42,233	2,75,652
1959	..	..	..	..	..	..	21	30,563	1,78,000
1960	..	..	..	..	..	..	43	77,860	13,69,000

*For limitations-refer to p. XVIII of the 'Indian Labour Statistics', 1962.

**Labour Bureau 'Indian Labour Statistics'. 1962.

***These include both 'strikes' and 'lock-outs'.

The statistics in statement 7.01 do not reflect any definite trend in the matter of disputes, etc. While the number of disputes has been on the decline ever since 1952, with the notable exception of 1960, the number of workers involved and the consequent number of mandays lost have been following a somewhat erratic movement. At least in two years viz., 1956 and 1960, there has been a sizeable wastage of mandays.

2.02. It is reported that, in 1956, the considerable loss of mandays was mostly due to a lock-out following a strike in West Bengal, on account of the refusal of the weavers to operate looms, which alone accounted for about 21 per cent. of the total mandays lost during that year. Next in importance was again a lock-out in West Bengal which was declared following an assault on the manager by a party of workers, resulting in the loss of about 17 per cent. of the mandays. There were some other causes also e.g., demand of workers for permanent appointments, protest against suspension of workers, etc., leading to strikes and/or lock-outs.

2.03. Thereafter, it appears, there was a tendency towards an improvement of the labour-management relations, to face a set back again in 1960. In this year, the maximum number of mandays lost, constituting as they did about 21 per cent. of the total mandays lost, were on account of a lock-out, in West Bengal, declared on the alleged adoption of go-slow tactics by the workers. Next came two lock-outs in West Bengal, accounting for about 18 per cent. of the total mandays lost. In both the cases, the lock-outs are reported to have followed the strikes by the workers on account of the charge-sheeting of some of their colleagues and the failure of the management to provide work to the *badlis*, respectively.

2.04. As between West Bengal and the Residual Groups of factories, while in 1956, almost all the mandays (about 99%) were lost in West Bengal itself, in the year 1960, slightly more than 12 per cent. of the total mandays lost were accounted for by disputes in the Residual Group.

3. Trade Unionism :

3.01. Commenting on trade unionism in the Jute Industry, the Labour Investigation Committee had observed that, at the time of their enquiry, only about one-fifth of the jute mill operatives in Bengal were members of trade unions. In all, there were 63 unions in Bengal with a total membership of 47,697*. In addition, the Committee had reported the existence of 2 more unions, one at Chitavalsah and another at Nellimarla. No figures were given in respect of the union functioning at Chitavalsah but the Nellimarla union had a membership of about 400. Compared to that period, there were 105 registered unions of jute mill workers in West Bengal in December, 1959, with a total membership of 60,620@. Information collected in the course of the present Survey would show that trade unions existed in 59 per cent. of the units in the country. While all the units surveyed in the Residual Group had unions, in West Bengal, the percentage of units having unions was about 54. The percentage of

*'Report' pp. 34.

@Information regarding the membership was not available for some unions, hence this figure does not represent the actual position.

workers who were members of unions was about 25 in West Bengal and 31 in the Residual Group, the overall figure for the country being about 26. The following Statement gives the details :—

STATEMENT 7.02

Percentage of Factories where Workers were Members of Trade Unions, etc.

(December, 1959)

Centre	Number of Factories	Percentage of Factories where Workers were Members of Trade Unions	Estimated Number of Workers as on 31-12-59	Estimated Number of Workers who were Members of Trade Unions	Percentage of Factories where Unions were recognised
1	2	3	4	5	6
1. <i>West Bengal</i> ..	84	53·6	2,13,010	53,402	—
(a) Large factories	24	62·5	1,05,218	(25·1) 39,164 (37·2)	—
(b) Small factories	60	50·0	1,07,792	14,239 (13·2)	—
2. <i>Residual</i>	11	100·0	23,099	7,217 (31·2)	18·2
(a) Large factories	4	100·0	12,857	5,400 (42·0)	50·0
(b) Small factories	7	100·0	10,242	1,817 (17·7)	—
3. <i>All-India</i>	95	59·0	2,36,109	60,620 (25·7)	3·6
(a) Large factories	28	67·9	1,18,075	44,564 (37·7)	10·5
(b) Small factories	67	55·2	118,034	16,056 (13·6)	—

Note: *Figures within brackets in column 5 are the percentages of workers who were members of Trade Unions to total number of workers on the specified date in the Industry as a whole (covered under the Factories Act).

The above statement unfolds another fact that not even a single jute factory in West Bengal had recognised the unions. It was only in a solitary case—a large establishment in Andhra Pradesh in the Residual Group—that the trade unions had been recognised by the employers. Various reasons have been advanced by the employers for not recognising the unions. Very often, more than one union were functioning in the jute mills, for the same category of employees, thereby making it difficult for the management to recognise any one of them, for fear of antagonising others. Moreover, the factories were under no statutory obligation to accord recognition to any union.

3.02. The trade unions, wherever they existed, were discharging some functions, mainly with the object of promoting the interests of the workers. It was observed during the present Survey that almost all the unions were securing claims for their members under the various Labour Acts. It was reported that, since 1956, such claims were usually made under the factories Act, Payment of Wages Act and the Industrial Disputes Act. About 38 per cent. unions were providing relief to the distressed members, such percentage in respect

of West Bengal and Residual Group being about 44 and about 13 respectively. Relief was usually in the shape of cash payment from the Death Benefit Funds or from unions' funds to the workers who were temporarily thrown out of employment. It is also estimated that one out of three unions in West Bengal was providing some welfare facilities for the benefit of the members while no such activity was reported in the Residual Group of factories. About 13 per cent. unions in West Bengal and 27 per cent. unions in the Residual Group were organising recreational facilities for their workers. Nearly 6 per cent. of the unions had provided adult education facilities. Night classes were run for the workers and latter were issued books, etc., by these unions.

4. *Collective Agreements :*

4.01. During the present Survey, information was collected regarding collective agreements concluded in the sampled establishments since 1956. It was noticed that such agreements were neither much in evidence in the Industry nor they were of far-reaching significance. This may be due to the fact that the Jute Awards of 1948, 1951 and 1955 had already dealt with many important aspects such as minimum wages, standardisation of wages, revision of dearness allowance, rules pertaining to leave and holidays and other welfare facilities, etc. Thus, only in a few establishments, collective agreements had been concluded. For example, in one of the large establishments surveyed in West Bengal, a collective agreement had been entered into, in 1958, by the workers and the management. By virtue of this agreement, settlement pertaining to reorganisation of the complement of workers in the jute handling department was arrived at. According to the agreement, workers who were declared redundant consequent on the introduction of wheelbarrows in the transport of jute, were to resign voluntarily on receipt of retiral benefits, and other *ex-gratia* payments. Those who thus resigned were to be absorbed again as and when vacancies occurred. The agreement being limited in scope related to only less than one per cent. of the total number of workers in the unit.

4.02. In the Residual Group, one large establishment in Andhra Pradesh had concluded two agreements, on rationalisation and modernisation, as also regarding the transfer of a few spinners affected by the rationalisation in the spinning department to other departments as *Mazdoors*.

5. *Standing Orders :*

5.01. At the time of the Labour Investigation Committee's enquiry in 1944-45, though some of the units in U.P. and South India had framed standing orders for their operatives, there was nothing of the type in any of the jute mills in Bengal. This was due to the fact that at that time, the employers were under no statutory obligation to frame standing orders for regulating service conditions of their employees. However, it was reported that the Indian Jute Mills Association had taken up the question of framing service conditions and standing orders for operatives employed in its member-mills. Subsequently, with the enactment of Industrial Employment (Standing Orders) Act, 1946, it became necessary for all factories employing 100 or more

workers to frame standing orders for regulating such matters as classification of workers, intimation of periods and hours of work, holidays, termination of employment and redress of grievances, etc. This matter also featured in the course of adjudication proceedings before the First Jute Tribunal (1948) which framed a set of standing orders covering various matters and directed its adoption by every member-mill of the Indian Jute Mills Association in West Bengal, w.e.f. the date on which their Award came into force (20th September, 1948). Since all the jute mills in other centres also employed more than 100 workers, it became obligatory for them to frame such orders from the date the Industrial Employment (Standing Orders) Act came into force.

5.02. Thus, when the present Survey was conducted, all the jute mills were under a statutory obligation to have duly certified standing orders and that almost all (about 94%) had done so. Only in one small factory in West Bengal where standing orders were not available, at the time of the Survey, it was reported that the same had been drafted and sent for certification.

5.03. It was also noticed, that the standing orders framed by the various units, covered all the categories of the employees and, in fact, these orders were common for all of them.

6. *Labour and Welfare Officers :*

6.01. Recruitment in Indian industries has been fraught with so many malpractices that the Royal Commission was driven to the necessity of recommending the employment of labour officers in industrial establishments with a view to eliminating such evils as had crept in. It was further considered by the Commission that the labour officers could afford means of establishing a healthy contact between the employers and workers and inquiring into the grievances of the latter.

6.02. As far as the Jute Industry is concerned, the practice of appointing labour officers existed even at the time of the enquiry conducted by the Labour Investigation Committee. In fact, according to the Committee, there were 35 labour officers in the different jute mills, the main duties of whom were to look after the work pertaining to recruitment of workers, maintenance of service records, etc. With the enactment of Factories Act, 1948, the appointment of welfare officers became obligatory for every factory wherein 500 or more workers were employed. Moreover, the need of entrusting more responsibilities and duties to these officers was felt by the jute mills during the period following the Labour Investigation Committee's enquiry, when the managements began to appreciate more and more the role played by the welfare officers.

6.03. The present Survey has shown that all the jute factories were not only under an obligation to appoint such officers but that all of them had actually done so. Whereas all the jute factories surveyed had appointed Labour/Welfare officers, about 88 per cent. of the large and 50 per cent. of the small factories in West Bengal had more than one Labour/Welfare officers. In the Residual Group, the large factories surveyed had one labour and one welfare officer each. These

officers had a wide range of activities. Securing of redress of grievances of the workers and maintenance of harmonious relations between the management and employees was one of their most important functions. They were also advising managements in regard to matters connected with proper implementation of labour laws. Organisation and supervision of labour welfare and recreation activities were a part of the duties of these officers. Recruitment of labour, granting of leave to the workers, inquiring into grievances and maintenance of service records, etc., were also usually entrusted to them. They were also to take care of the safety and sanitation, education, canteen and creche facilities provided for the benefit of the workers.

6.04. In addition to the above mentioned duties assigned to the labour/welfare officers, in about 38 per cent. of the large and 80 per cent. of the small factories in West Bengal, these officers also appeared before the Tribunals, etc., on behalf of the management in cases of industrial disputes. Similar duties were found to have been assigned to these officers in about 50 per cent. of the large units in the Residual Group of factories.

7. Works and Joint Committees :

7.01. Though as early as 1930, the Royal Commission on Labour had stressed the need and importance of Works or Joint Committees for providing a recognised means of consultation between the managements and workmen and thus creating conditions for elimination of sources of friction and inculcating a greater sense of responsibility and interest among workers, it was not till the enactment of the Industrial Disputes Act that any positive step was taken by Government for the setting up of such Committees. From the Report of the Labour Investigation Committee on the jute mills industry, it would appear that, at the time of their enquiry, none of the jute mills had constituted any Works or Joint Committee. However, the Government of West Bengal, in pursuance of the powers conferred by the Industrial Disputes Act, ordered all the mills in the State, employing 100 or more workers, to constitute Works Committees.

7.02. The Survey results show that all the sampled jute factories in the State, had complied with the order. It is not known whether similar orders had been issued by the Governments of the States where other factories were located. However, the information collected would show that only about 18 per cent. of the factories located in States other than West Bengal, had constituted Works Committees. It was, however, reported that the main reasons for not setting up such committees in some units were that neither the management nor the workers had felt any need for the same and the latter had never made any such request.

7.03. The Works Committees in general maintained their undisputed position as an important bi-partite agency for joint discussions at the unit level. Matters of interest to either the employers or the employees formed the subject matter of discussions in the meetings of such committees. To the former category belonged such matters as raising the level of production, avoiding unnecessary wastage and improving discipline in the establishments. Those concerning the employees related to promotion, leave facilities, improvement in

various welfare facilities, provision of additional residential accommodation, raising of employment status of *badli* workers to permanent categories, etc. Matters of mutual interest were also discussed.

7.04. The works committees were usually in a position to resolve several disputes of day-to-day importance. The decisions taken by them in their meetings, which were held occasionally, were generally implemented. However, there were instances when the managements expressed their inability to meet particular demands made by the workers due to some unavoidable difficulties.

7.05. The works committees, on the whole, functioned as an effective machinery for joint consultation and also as a channel of communication between the managements and the workers, although, in some cases, the worker-members of the works committees were reportedly reluctant to shoulder the responsibility of settling issues in the works committees without prior consultation with the union leaders.

8. Production and Other Committees :

8.01. None of the jute establishments surveyed had constituted any production committee for advising on matters relating to production, etc. However, some other committees which were represented both by the workers and the employers, had been set up in some establishments. For example, of the factories surveyed, only one large factory in West Bengal, and two factories in the Residual Group had constituted Industrial Safety Committees which were usually headed by the managers of the respective mills. The main function of these committees was to study the nature and causes of accidents in the factories and suggest ways and means of preventing them.

8.02. No other unit had any other committee, the solitary exception being the same large factory in West Bengal as referred to above. This factory had set up some other committees as well, for example, the housing allotment sub-committee, the canteen sub-committee and the school sub-committee.

9. Grievance Procedure :

9.01. When the Labour Investigation Committee conducted the enquiry, labour officers, wherever appointed, were entrusted with the responsibility of receiving complaints, if any, of the workers. The Committee held the view that the existing system in regard to the redress of the grievances was not functioning very smoothly and efficiently and hence recommended that one of the most urgent and immediate problems of the Industry was to provide a legal channel for the same.

9.02. The recommendation of the Committee has been, to an extent, met by the framing of the Standing Orders which, *inter alia*, prescribed the procedure to be followed for redress of grievances. As mentioned elsewhere, about 94 per cent. of the jute mills in the country had framed Standing Orders and thus a prescribed grievance procedure had been laid down in such units. The Standing Orders in force in the jute mills in West Bengal provide that all complaints arising out of employment including those relating to unfair treatment, etc., should be submitted to the manager or any other person

authorised in this behalf. The workman was to have a right of appeal to his employer.

9.03. The prevailing practice was that, usually, grievances of a minor nature were verbally explained to the Line Sirdars, Department Supervisors and Overseers in the first instance. A majority of such grievances were generally settled at this stage. Complaints of a more serious nature and those which could not be settled at the level of the supervisors to the satisfaction of the aggrieved party, were taken to the Labour Officer in the unit, verbally or in writing, who in turn usually sent back the application to the supervisor with his findings and recommendations. In case the employee was still not satisfied, he could appeal to the manager in writing. Failing settlement even at the manager's level, the Area Labour Inspector of the Indian Jute Mills Association could be approached. The latter made his own independent enquiries and advised the management of the concerned unit accordingly. It was understood that this advice was invariably accepted. However, the next stage of appeal was to approach the managing agents of the establishment. As a last resort, the complaint could be taken to the State machinery for settlement.

10. *Association of Workers with the Management :*

10.01. The idea of associating the workers with the management is not a new one and has, for a long time, been considered as a remedy against class conflicts. Since the Second Five Year Plan envisaged increased association of labour with management, joint councils of managements were set up in some selected industrial undertakings. The experience gained in the working of the scheme of these joint management councils has shown that there is a growing recognition of its importance.

10.02. Since the movement is yet in its infancy, not many jute factories have introduced the scheme. In fact the present Survey has shown that only one large factory in West Bengal, out of all the factories surveyed in the country, had such a scheme. This factory had constituted a joint council which consisted of 12 representatives of employers and employees. Subjects relating to production, safety, supervision, employment, welfare, vocational training, etc., were discussed by the Council. The special sub-committees, such as the canteen sub-committee and safety sub-committee took active interest in their respective spheres. It has been reported that suggestions put forth by these committees were generally accepted by the management.

10.03. It was further learnt that the Council was giving rewards to employees tendering agreeable suggestions.

CHAPTER VIII

LABOUR COST

1.01. Information pertaining to labour cost was collected from sampled establishments, during the course of the present Survey, in respect of the employees covered under the Factories Act and receiving less than Rs. 400 per month as wages. This was in pursuance of the decision taken by the Study Group on Wage Costs appointed by the Ministry of Labour and Employment in 1959. The enquiry pertaining to labour cost was modelled on the lines of the Study of Labour Cost in the European industry, made by the International Labour Office, in 1956, with such modifications as were considered necessary in the light of conditions in India*. For instance, in view of the fact that in India, wages are paid on the basis of 'days' instead of 'hours', data were collected in respect of mandays instead of man-hours. Similarly, it was found in the course of the pilot enquiry that except for a very few establishments separate records of premium payments made for leave or holidays, or for days not worked, were not maintained and hence these were dropped as separate items and included under 'basic wages'. Certain additions were made in the list either on the basis of the decisions of the Study Group, referred to above, or to elicit separate information on some of the items on which employers have to incur expenses under labour laws in force in the country, e.g. lay-off, washing facilities, etc.

1.02. The Survey started in late December, 1959 and ended in June, 1961. With a view to maintaining comparability of data and ensuring uniformity, it was intended to collect information, as far as possible, for the year 1959. If, however, the financial year of the establishment did not coincide with the calendar year and it was not feasible to collect information for the year 1959, the field staff were asked to collect the data for the latest period of 12 months for which information was available, subject to the condition that, as far as practicable, a major period of the year 1959 was covered. The available data show that it was possible to collect information in respect of the calendar year 1959 from all the sampled units excepting one small establishment, where information was collected for a later period because of the non-availability of the data for the above period. Hence the data collected may be taken to refer to the calendar year 1959.

2. Labour Cost Manday Worked :

On the basis of the data collected in respect of the wages and other earnings of workers, and the expenditure incurred by the employers on various welfare and security measures, subsidy, services, etc., alongwith the total number of mandays worked, the average labour

*The proforma used for collecting the data is at Appendix II.

cost per manday has been worked out and is given in the following Statement :

STATEMENT 8.01
Labour Cost Per Manday Worked in Jute Factories
(1959)

(In Rupees)

Centre						Large factories	Small factories	Overall
1						2	3	4
West Bengal	..	..	..	..	..	4.03	3.81	3.92
Residual	..	..	..	..	..	3.83	3.89	3.86
All-India	..	..	..	..	..	4.01	3.82	3.91

The overall labour cost per manday in the Jute Industry was estimated at Rs. 3.91. There was very little difference in the labour cost per manday worked in jute mills in West Bengal and elsewhere. In West Bengal it was higher by less than 2 per cent. As between large and small factories at the all-India level, the former seemed to incur more expenses per manday than the latter. A similar difference existed between the cost per manday of large establishments in West Bengal and in the Residual Group. But among smaller factories in the two groups it was noticed that the labour cost was higher in units in the Residual Group as compared to those in West Bengal.

3. Components of Labour Cost :

Data collected show that the main component of labour cost in the Jute Industry was wages. Statement 8.02 presents the various components of labour cost per manday worked.

It may be desirable to discuss the various components in brief details :

4. Wages :

4.01. This component comprised basic wages and dearness allowance, incentive or production bonus and attendance bonus received by employees. It was desired by the Bureau to collect data, under this head, in respect of the mandays worked alone, but, in the course of the pilot enquiry, it was found that most of the employers did not maintain separate records of payments made for the days actually worked and for leave and holiday periods. Consequently, the amount of basic wages and dearness allowance recorded included the sum paid for the days worked as well as not worked but paid.

4.02. It will be seen from the Statement (8.02) that wages constituted the bulk (about 91%) of the labour cost in the Jute Industry and other items accounted for the rest i.e., about 9 per cent. Even as among the different size-groups of factories and those in different areas, the proportion of wages in the labour cost accounted for more than 90 per cent. At the all-India level, the large establishments

STATEMENT 8.02
Labour Cost Per Manday Worked by Main Components
 (1959)

Centre	(In Rupees)											
	1	2	3	4	5	6	Social Security Con- tributions		9	10	11	12
							Obliga- tory	Non-obli- gatory				
<hr/>												
1. West Bengal	3.56 (90.82)	0.02 (0.51)	0.01 (0.25)	*	*	0.21 (5.36)	0.05 (1.27)	0.07 (1.79)	*	*	3.92 (100.00)
(a) Large factories	3.64 (90.32)	0.03 (0.74)	0.01 (0.25)	*	*	0.21 (5.21)	0.06 (1.49)	0.08 (1.99)	*	*	4.03 (100.00)
(b) Small factories	3.49 (91.60)	0.02 (0.52)	0.01 (0.26)	*	—	0.20 (5.25)	0.03 (0.79)	0.06 (1.58)	*	*	3.81 (100.00)
2. Residual	3.56 (92.23)	0.01 (0.26)	0.04 (1.04)	*	—	0.18 (4.66)	0.01 (0.26)	0.06 (1.55)	*	*	3.86 (100.00)
(a) Large factories	3.58 (93.47)	0.02 (0.52)	—	*	—	0.14 (3.66)	0.02 (0.52)	0.07 (1.83)	—	*	3.83 (100.00)
(b) Small factories	3.52 (90.49)	—	0.09 (2.31)	—	—	0.23 (5.91)	—	0.05 (1.29)	*	*	3.89 (100.00)
3. All-India	3.56 (91.05)	0.02 (0.51)	0.01 (0.26)	*	*	0.21 (5.37)	0.04 (1.02)	0.07 (1.79)	*	*	3.91 (100.00)
(a) Large factories	3.64 (90.77)	0.03 (0.75)	0.01 (0.25)	*	*	0.20 (4.99)	0.05 (1.25)	0.08 (1.99)	—	*	4.01 (100.00)
(b) Small factories	3.49 (91.36)	0.02 (0.52)	0.01 (0.26)	*	—	0.21 (5.50)	0.03 (0.79)	0.06 (1.57)	*	*	3.82 (100.00)

NOTE.—Figures within brackets show percentages to total.

* Less than Re. 0.005.

ncurred slightly higher amount of expenditure on 'wages' (Rs. 3.64) than the small establishments (Rs. 3.49).

4.03. The following figures (Statement 8.03) show the break-up of the 'wage cost' into various sub-groups, viz., basic earnings, incentive or production bonus and attendance bonus.

STATEMENT 8.03

Break-up of 'Wage Cost' by Sub-Components.

(In Rupees)

Centre				Basic Wages and Dearness Allowance	Incentive/ Production Bonus	Attendance Bonus	Total
1				2	3	4	5
1. West Bengal	..	..	..	3.55 (99.72)	0.01 (0.28)	—	3.56 (100.00)
(a) Large factories	..	..	..	3.63 (99.73)	0.01 (0.27)	—	3.64 (100.00)
(b) Small factories	..	..	..	3.48 (99.71)	0.01 (0.29)	—	3.49 (100.00)
2. Residual	..	..	..	3.54 (99.44)	0.02 (0.56)	—	3.56 (100.00)
(a) Large factories	..	..	..	3.58 (100.00)	—	—	3.58 (100.00)
(b) Small factories	..	..	..	3.47 (98.58)	0.05 (1.42)	—	3.52 (100.00)
3. All-India	..	..	..	3.55 (99.72)	0.01 (0.28)	—	3.56 (100.00)
(a) Large factories	..	..	..	3.63 (99.73)	0.01 (0.27)	—	3.64 (100.00)
(b) Small factories	..	..	..	3.48 (99.71)	0.01 (0.29)	—	3.49 (100.00)

NOTE.—Figures within brackets are percentages to total.

It could be inferred from the above Statement that, in the Jute Industry, the 'wage cost' consisted mostly of basic earnings which alone accounted for about 99.7 per cent. of this item of labour cost. These earnings, in both centres, were almost the same, being Rs. 3.55 in West Bengal and Rs. 3.54 in the Residual Group.

The only other item under the group 'wage cost' was incentive bonus which was paid in a few jute factories only. Its contribution to this group was rather negligible, being only Re. 0.01 (i.e., about 0.3%) in the country as a whole. It amounted to Re. 0.02 in the Residual Group (i.e., about 0.6%), while in West Bengal it was Re. 0.01 or 0.3 per cent. only.

It was also noticed that attendance bonus was not paid in any of the establishments during the period under reference.

5. *Premium Pay for Overtime and Late Shifts :*

5.01. Under this group, the premium part of pay for overtime, late shifts, work on holidays, etc., was recorded. This was represented by an amount received by the workers in addition to their normal pay. For instance, if a worker received one and half times his normal wages for the overtime work, the extra amount i.e., one half was recorded against this item.

5.02. Such payments accounted for Re. 0.02 or about 0.5 per cent. of the labour cost per manday. In large factories, this item constituted 0.8% per cent. of the total as against about 0.5 per cent. in small factories.

6. *Bonuses :*

6.01. Payment made in respect of festival, year-end, profit sharing and any other bonuses were recorded under this group. It will be seen from Statement 8.02 that, in the Jute Industry, this item constituted about 0.3 per cent. of the labour cost per manday worked.

6.02. As between the different centres, Re. 0.04 was spent on this item in the factories in the Residual Group as against Re. 0.01 in the factories in West Bengal. It may also be mentioned that in the Residual Group, only small establishments were found making such payments.

6.03. The split-up of the figures by sub-groups shows that the amount of Re. 0.01 at the all-India level, was mainly in respect of festival bonus.

7. *Other Payments in Cash and Kind :*

Other cash payments were those which were regularly made such as house-rent allowance, transport allowance, ration allowance, etc., and also *ex-gratia* payments. Payments in kind referred to such payments as in the shape of food articles and/or other articles either regularly or occasionally, as on festive occasions, etc. Such payments, being confined to a very few units, formed a negligible proportion of the total labour cost, contributing as they did less than Re. 0.005 to the Labour Cost.

8. *Social Security Contribution :*

8.01. Next to the wages group, the expenses incurred by the employers on various social security measures formed a significant element of the labour cost. The employers were statutorily obliged to undertake some of the social security measures and expenditure on such obligatory social security contributions, under the various heads, was collected separately. Under the other group of social security contributions *viz.*, the non-obligatory social security contributions, the employers were found making some payments voluntarily. Expenditure incurred by the employers on obligatory social security contributions during 1959 amounted to Re. 0.21 per manday worked or 5.4 per cent. of the total. It may be interesting to note that the expenditure on this item was nearly the same as between large and small

factories at the all-India level, as obligations in this respect were generally the same for both the size-groups of factories. Non-obligatory social security contributions amounted to Re. 0.04 only, forming about 1 per cent. of the total labour cost. Thus, both obligatory and non-obligatory social security contributions accounted for 6.4 per cent. of the total cost on labour, during the reference period.

8.02. Statistics in respect of the obligatory social security contributions were collected for the following items :—

- (1) Provident fund
- (2) Retrenchment Compensation
- (3) Compensation for Lay-off
- (4) Employees' State Insurance Scheme
- (5) Compensation for employment injury
- (6) Compensation for occupational diseases
- (7) Maternity benefits
- (8) Dependents Allowance
- (9) Gratuity
- (10) Other social programmes

8.03. Statement 8.04 brings out the relative share of the cost on different items under the group 'obligatory social security contributions'.

The major item of expenditure for employers on obligatory social security contributions, as is evident from Statement 8.04, was provident fund. This was so because every factory was paying provident fund to its employees. Contributions to this item by employers constituted about 81 per cent. of the total expenditure on the obligatory social security contributions. Taking the different size-groups of factories, at the all-India level, and overall position in different regions it would be seen that the proportion of expenditure on this item to total under the group, was almost the same.

Other items of expenditure under obligatory social security contributions were compensation for retrenchment, lay-off, and employment injury and maternity benefits. The amount spent on each of these items was negligible at the all-India level (being less than Re. 0.005), presumably because the number of employees receiving such payments during the period under reference was not considerable. From the Statement, it will be seen that no labour cost was incurred towards the compensation for occupational diseases, and dependants allowance, etc.

8.04. As regards non-obligatory social security contributions, the expenditure incurred by employers i.e., Re. 0.04 per manday, was in the shape of contributions towards pensions and gratuity-claims.

STATEMENT 8.05
Cost of Subsidies per Manday Worked in Jute Industry
 (1959)

Centre	(In Rupees)													
	1	2	3	4	5	6	7	8	9	10	11	12	13	14
		Medical and Health care	Canteens	Restaurants and other food services	Company housing	Creches	Building fund	Recreational Services	Transport	Sanitation	Drinking water	Educational Services	Total	Percentage of subsidies to total labour cost
1. <i>West Bengal</i>														
(a) Large factories	..	0.02 (28.57)	0.01 (14.29)	*	0.01 (14.29)	*	—	*	*	0.02 (28.57)	*	0.01 (14.28)	0.07 (100.00)	1.79
(b) Small factories	..	0.02 (25.00)	0.01 (12.50)	*	0.01 (12.50)	*	—	*	*	0.03 (37.50)	*	0.01 (12.50)	0.08 (100.00)	1.99
	..	0.02 (33.33)	*		0.02 (33.33)	0.01 (16.67)	—	*	*	0.01 (16.67)	*	*	0.06 (100.00)	1.58
2. <i>Residual</i>	..	0.02 (33.33)	*	—	0.02 (33.33)	*	—	*	—	0.01 (16.67)	0.01 (16.67)	*	0.06 (100.00)	1.55
(a) Large factories	..	0.03 (42.86)	0.01 (14.29)	—	0.01 (14.29)	*	—	*	—	0.01 (14.28)	0.01 (14.28)	*	0.07 (100.00)	1.83
(b) Small factories	..	0.01 (20.00)	—	—	0.02 (40.00)	—	—	0.01 (20.00)	—	*	*	0.01 (20.00)	0.05 (100.00)	1.29
3. <i>All-India</i>														
(a) Large factories	..	0.02 (28.57)	0.01 (14.29)	*	0.01 (14.29)	*	—	*	*	0.02 (28.57)	*	0.01 (14.28)	0.07 (100.00)	1.79
(b) Small factories	..	0.02 (25.00)	0.01 (12.50)	*	0.01 (12.50)	*	—	*	*	0.03 (37.50)	*	0.01 (12.50)	0.08 (100.00)	1.99
	..	0.02 (33.33)	*	—	0.02 (33.33)	0.01 (16.67)	—	*	*	0.01 (16.67)	*	*	0.06 (100.00)	1.57

*Less than Re. 0.005.

NOTE.—Figures within brackets are percentages.

APPENDIX I

A BRIEF NOTE ON THE SAMPLE DESIGN AND THE METHOD OF ESTIMATION ADOPTED

1. *Sample Design :*

1.1. For the Survey of Labour Conditions a multi-stage sampling procedure with industry as a stratum, with further regional strata for those industries which were found to be highly concentrated in particular regions or areas was followed. The registered factories belonging to those industries for which regional stratification was found necessary were stratified, and each centre or area of high concentration was taken as a separate regional stratum of the industry and the remaining scattered factories were clubbed together into a single residual stratum. Establishments in an industry/regional stratum were arranged in a frequency distribution fashion with suitable class intervals and were divided into two size groups, large factories and small factories, on the basis of an optimum cut-off point derived for each industry/regional stratum. The optimum cut-off point was so derived that if all the establishments in the upper-size group were included in the sample, the results obtained would yield an estimate of overall employment within 5 per cent error at 95 per cent confidence interval, and the sample size would be minimum. The optimum cut-off point varied from industry to industry, and between strata of an industry depending upon the number and the size of establishments.

1.2. However, considering the limited resources available for the Survey of Labour Conditions and the practicability etc., it was thought that a sample of 25 per cent from the upper-size group and 12½ per cent from the lower-size group would yield reliable results. However, the experience of earlier surveys had shown that due to (i) non-availability of very recent frames, (ii) closures and, (iii) units changing their line of production, considerable shrinkage occurred to the desired sample size. Hence it was decided that for taking into account such closures etc., the required sample size should be increased to allow for the above-mentioned shrinkage in the sample size. Having thus increased the sample size, the units which were found to be closed or which had changed their line of production were simply ignored and no substitution for such cases made.

1.3. Ultimate sampling units, namely, registered factories, mines or plantations within an industry/regional stratum, were arranged by contiguous States and within each State by contiguous districts in a serpentine fashion so that districts formed a continuous chain from one State to another. Having arranged the list of units in the above manner, the units above the optimum cut-off point were taken in the upper-size class and the rest in the lower-size class. From these size groups, the required number of units were selected by systematic sampling with a random start. The frame on the basis

of which the sample was selected, was the list of registered factories/mines/plantations for the year 1958.

2. Method of Estimation :

2.1. In the course of this Survey, various characteristics were studied, some of which were correlated with employment whereas there were others which were correlated not with employment but with the number of establishments. Consequently two different methods were used for working out estimates. For estimating the totals of those characteristics which are highly correlated with employment such as absenteeism, labour turnover, earnings, labour cost, etc., ratio of total employment was used as blowing-up factor. For estimating the totals of those characteristics which are not correlated with employment such as, number of units providing certain welfare facilities, etc. ratio of units was used as blowing-up factor. Estimates of percentages have been arrived at by computing in each case the ratio of the estimates of the totals for the two characteristics involved.

2.2. In any stratum, the estimate for the total of X—characteristics not correlated with employment is given by

$$X = \frac{N_U - N'_U}{n_U - n'_U} \sum_i \times i_U + \frac{N_L - N'_L}{n_L - n'_L} \sum_i \times i_L \quad \dots \quad (1)$$

The summation extending over all units in the stratum.

Where X—the estimated total of the x—characteristic for a particular stratum;

N_U & N_L —the number of units in the original population as featuring in the 1958 list, which was used as frame, in the upper and lower size groups respectively of the stratum concerned;

n'_U & N'_L —the number of units which featured in the 1958 list but were not featuring in the latest available list nearest to the period of Survey in the upper and lower size groups respectively of the stratum concerned;

n_U and n_L —the total number of units in the sample (from 1958 list) in the upper and lower size groups respectively of the stratum concerned;

n'_U and n'_L —the number of sampled units, which were found at the time of the Survey to be closed or to have changed the line of production and hence left out in the upper and lower size groups respectively of the stratum concerned;

$\times i_U$ and $\times i_L$ —the total number of x—characteristic in the i th sample unit of the upper and lower size groups respectively of the stratum concerned.

The totals for an industry are obtained by summing up the totals obtained on the basis of the above formula for each one of the strata of the industry.

2.3. In any stratum, the estimate for the y—characteristic correlated with employment is given by

$$Y = \frac{E_{N_U} - N'_U}{E_{n_U} - n'_U} \sum_i y_{iU} + \frac{E_{N_L} - N'_L}{E_{n_L} - n'_L} \sum_i y_{iL} \dots \dots \dots (2)$$

The summation extending over all units in the stratum.

Where Y=the estimated total of the the y—characteristic for a particular stratum.

$E_{N_U} - N'_U$ &=the total employment in 1958 in the $N_U - N'_U$ and $N_L - N'_L$ units respectively.

$E_{n_U} - n'_U$ &=the total employment in 1958 in the $n_U - n'_U$ and $n_L - n'_L$ units respectively.

y_{iU} and y_{iL} =the total number of y—characteristic in the ith sample unit of the upper and lower size groups respectively of the stratum concerned.

The totals for an industry are obtained by summing up the totals obtained on the basis of the above formula for each one of the strata of an industry.

APPENDIX II
GOVERNMENT OF INDIA—MINISTRY OF LABOUR AND EMPLOYMENT
LABOUR BUREAU
SURVEY OF LABOUR CONDITIONS

I. Identification:

1. Industry
2. Name of the unit
3. Address (i) State
- (ii) District
- (iii) City/Town
- (iv) Locality
4. (a) Stratum (b) Size Upper/Lower*
5. Sector Private/Public*

II. Employment:

1. *Composition of the labour force*—Give the number of persons employed in the unit in the table below on the specified date (i.e.).

	Men	Women	Children	Total
(i)	(ii)	(iii)	(iv)	(v)
(i) Persons covered by the Factories Act/ Mines Act/Plantations Labour Act as the case may be:				
(a) Professional, Technical and re- lated Personnel				
(b) Administrative, Executive and Managerial Personnel				
(c) Clerical and related workers (including supervisory)				
(d) Production and related workers (including supervisory)				
1. <i>Employed directly</i> —				
(i) Time-rated				
(ii) Piece-rated				
2. <i>Employed through contractors</i> —				
(i) Time-rated				
(ii) Piece-rated				
(e) Watch and Ward and Other Services				
Total				

*Put a circle around the word applicable.

	Men	Women	Children	Total
(i)	(ii)	(iii)	(iv)	(v)
(ii) Persons not covered by the Factories Act/Mines Act/Plantations Labour Act:				
(a) Professional, Technical and related Personnel				
(b) Administrative, Executive and Managerial Personnel				
(c) Clerical and related workers (including supervisory)				
(d) Watch and Ward and Other Services				
Total ..				
GRAND TOTAL ..				

(iii) Specify the departments in which women and children are employed and indicate the nature of work done by them.

Departments in which employed	No. employed		Nature of work done	Special reasons, if any, for their employment.
	Women Children	All workers		
(i)	(ii)	(iii)	(iv)	(v)
(a) Women workers:				
1.				
2.				
3.				
(b) Children:				
1.				
2.				
3.				

(iv) Specify the jobs on which contract labour is employed and ascertain the reasons why contract labour and not departmental labour is employed for these jobs.

Jobs on which contract labour is employed	Reasons for employment of contract labour
(i)	(ii)
1.	
2.	
3.	
4.	

2. **Employment Status**—Give in the following statement the number of departmental production workers [*i.e.* as under II-1 (i) (d)] in each of the specified categories as on (the specified date).....

Category	No. of workers
(i)	(ii)
1. Permanent	
2. Probationer	
3. Temporary	
4. <i>Badli</i>	
5. Casual	
6. Apprentice	
7. Others (Specify)	

III. Absenteeism:

1. Collect the following data for the twelve months before the specified date in respect of all production workers except *badli* and casual workers.

Serial No.	Month	Total No. of Mandays worked	Total No. of Mandays Lost	Reasons for Variations
(i)	(ii)	(iii)	(iv)	(v)
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				

2. If the unit has adopted any measures (such as attendance bonus) for reducing absenteeism give the following details:

Measures adopted	Brief description of the measure adopted	Effect on absenteeism
1.		
2.		
3.		
4.		

IV. Labour Turnover:

Collect the following data for a period of 12 months preceding the specified date in respect of all production workers employed directly except casual workers.

No. of working days in each month	Month	No. of workers employed on		Accessions	Separations				Total
		1st day	Last day		Discharge or dismissals	Quits	Retirement or death	Others (Specify)	
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)	(ix)	(x)
1. ..									
2. ..									
3. ..									
4. ..									
5. ..									
6. ..									
7. ..									
8. ..									
9. ..									
10. ..									
11. ..									
12. ..									

V. Length of Service:

1. Give the length of service of production workers employed directly as on the specified date.

Length of Service	No. of workers	
	Permanent	Non-permanent
(i)	(ii)	(iii)
(a) (i) Under 1 year		
(ii) 1 year but under 5 years ..		
(b) 5 years but under 10 years ..		
(c) 10 years but under 15 years ..		
(d) 15 years and over		
Total ..		

2. If the proportion of workers in any group or sub-group, particularly in group (a) is specially high give briefly the main reasons why it is high.

VI. Recruitment:

1. *System of recruitment*—What is the system of recruitment of workers employed direct by the unit—

System of recruitment	Categories of workers recruited	Approximate percentage of workers recruited in this manner to the total working force as on the specified date	Present System (specify categories)
(i)	(ii)	(iii)	(iv)
(a) <i>Direct recruitment</i> —			
(i) at the factory gate			
(ii) through departmental heads ..			
(iii) through labour office*			
(b) <i>Recruitment through intermediaries</i> —			
(i) Mistries or Jobbers			
(ii) Recruiters			
(iii) Labour Contractors			
(c) Through Employment Exchanges ..			
(d) Other systems (specify).. .. .			

2. Has any attempt been made to systematise or regulate the employment of *badli* or casual labour ?

Yes/No/No such labour*

3. If yes, describe the manner in which it is being done.

VII. Training and apprenticeship:

1. Has the unit made any arrangements for the training of persons in any trade or occupation ?

Yes/No*

*Put a circle around the word applicable.

2. If answer to (1) above is in the affirmative give the following details:—

Trade or occupation in which training is given	Persons entitled to receive training	Whether training is given under any regular scheme or on <i>ad hoc</i> basis	Period of training	Re-muneration or allowance paid to trainees	Whether the unit guarantees employment to trainees	Total No. of seats on the specified date	No. of persons receiving training on the specified date	The ratio of apprentices to skilled workmen
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)	(ix)
1.								
2.								
3.								
4.								

3. Whether employees give any preferential treatment to persons who have already received some training in the institutes run by the Government.

Yes/No*

4. Is there any written or verbal contract between apprentices and employers ?

Written contract
Verbal contract
No contract*

5. Are there any arrangements for supplementing on the job training with theoretical courses ?

Yes/No*

WAGES AND EARNINGS

VIII. Describe briefly the revisions† of wage rates in the unit from 1956 onwards—

Date of wage revision	Method followed ‡	Extent of revisions							
		Minimum Basic wage				Minimum Dearness Allowance			
		Before revision		After revision		Before revision		After revision	
		Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)	(ix)	(x)

IX. What is the pay-period for workers in the unit

Pay period

No. of workers

Month

[as in II-1 (i)]

Fortnight

Week

Day*

X. Give in the attached proforma earnings data for the pay period preceding the specified date.

*Put a circle around the word applicable.

†Only revisions affecting more than 1/3th of the workers are to be recorded.

‡A—Discretion of management; B—Agreement between employers and employees; C—Award of Adjudicator or Arbitrator; D—Conciliation; E—Executive order of Govt; F—Others (specify).

PROFORMA

(a) Pay period immediately preceding the specified date : From to 19 ..
 (b) No. of working days in the pay period.
 (c) Remarks.

Category of workers	Total No. of man-days worked in the pay period	Total amount earned as										Grnd total	
		Basic wage	Dearness allowance	Consolidated wages	Production or Incentive Bonus or pay	Night shift allowance	Housing allowance	Transport or conveyance allowance	Overtime pay or allowance	Food-grains concession (estimated)	Other cash allowances (specify)		Other concessions in kind (specify)
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)	(ix)	(x)	(xi)	(xii)	(xiii)	(xiv)
1. All workers†
2. Production workers (Employed directly)
(a) Men
(b) Women
(c) Children
3. Lowest paid workers*
(a) Men
(b) Women
(c) Children
4. Lowest paid contract workers
(a) Men
(b) Women
(c) Children

A. Total No. of mandays worked by: (a) Clerical and related workers.....
 (b) Watch and ward and other services.....
 B. Total amount earned by: (a) Clerical and related workers.....
 (b) Watch and ward and other Services.....

*All persons deemed to be 'workers' under the Factories Act, or Mines Act, as the case may be.
 †Mention Occupation

XI. Give rates, of wages and other allowances, etc., of the lowest paid (full-time) workers in the pay period in respect of which information is given in the preceding item.

Components	Direct Labour			Contract Labour		
	Men	Women	Children	Men	Women	Children
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)
(a) Basic wage						
(b) Dearness allowance ..						
(c) Consolidated						
(d) Other allowances ..						
Occupation(s)						

XII. (a) (i) Whether the unit is paying separate dearness allowance Yes/No*

(ii) If linked with any cost of living index mention: Centre.....Base.....

(b) Give the details of the rate at which dearness allowance is paid—

System/Method of d.a. (†)	Categories of workers entitled	No. of workers covered	Slab	Rate	Period
(i)	(ii)	(iii)	(iv)	(v)	(vi)

*Put a circle around the word applicable.

† A—Linked to Cost of Living Index.

B—Based on Income Slabs.

C—Flat Rate.

D—Others (Specify).

XIII. Details of the various allowances, etc., paid to workers may be recorded in the statement below—

Name of allowance, etc.	Category of workers entitled	Qualifying conditions, if any, attached to the payment	Rate of payment
(i)	(ii)	(iii)	(iv)
1. Incentive Bonus (eg. Production Efficiency Bonus etc.)			
2. Night shift allowance ..			
3. House rent allowance ..			
4. Transport or conveyance allowance			
5. Attendance bonus ..			
6. Other allowances etc. (specify)			

XIV. Profit-Sharing/Other Bonus:

	Profit Sharing	Other Bonus (Specify)
1. Is there any regular scheme for the payment of profit sharing bonus/other bonus?	Yes/No*	Yes/No*
2. If there is a regular scheme give the following particulars:		
(i) Whether the scheme was framed—		
(a) Entirely by the management	(a)/(b)*	(a)/(b)*
(b) On the basis of voluntary agreement between workers and management		
(ii) The year since when the scheme is in force		

*Put a circle around the word applicable.

XIV. Profit-Sharing/Other Bonus—contd.

	Profit Sharing	Other Bonus (Specify)
3. If there is no regular scheme state—		
(i) the basis on which bonus was last paid—	(a)/(b)/(c)*	(a)/(b)/(c)*
(a) At the discretion of the management		
(b) <u>Voluntary agreement between workers and management</u>		
(c) <u>Adjudication award</u>		
(ii) The year since when it is being paid almost regularly	Year——	Year——
4. Give the following particulars regarding manner of payment of bonus in the unit†—		
(a) Categories of workers covered		
(b) Mention the number of years for which bonus has been paid since 1956		
(c) Year for which the bonus was last paid		
(d) Conditions attached to payment		
(e) Rate of payment		
(f) Mode of payment		

XV. Fines:

- (i) Whether any notice has been exhibited in the unit specifying acts of commission or omission for which fines are imposed. Yes/No/No fines imposed.*
- (ii) Whether the list of acts of commission or omission for which fines are imposed approved by the State Government or the prescribed authority. Yes/No/No fines imposed.*
- (iii) Is the amount of fine imposed on employees within the limits prescribed by the Payment of Wages Act? Yes/No/No fines imposed.*
- (iv) Is there any fines fund in the unit? Yes/No/Q D.A.*
- (v) If there is a fines fund state:
- (a) Balance as on _____ (the specified date) Rs. _____/Q.D.A.
- (b) Items of expenditure—

XVI. Deductions:

- (i) Are deductions made from wages of workers in conformity with the provisions of the Payment of Wages Act? Yes/No*
- (ii) If no, mention types of irregularities.

*Put a circle around the word applicable.

†If a regular scheme is in force give the information in respect of the regular scheme, otherwise in respect of the last bonus payment.

XVII. 1. Do the management maintain register as prescribed under the Payment of Wages Act for:—

(a) Fines

Yes/No/No fines imposed*

(b) Deductions for damages, etc.

Yes/No/No such deductions*

2. (a) Do the management exercise any control over the payment of wages to contract labour?

Yes/No/Q.D.A.*

(b) If answer to (a) is yes, mention in what way.

WORKING CONDITIONS

XVIII. Hours of work:

1. Give the following details relating to hours of work, etc., applicable to majority of production workers.

	Daily hours of work	Spread-over	Duration of rest interval	Weekly-hours of work
(i)	(ii)	(iii)	(iv)	(v)
Adults ..				
Children ..				
Contract labour				

2. Number of Shifts worked by the Unit

One/Two/Three/Four*

3. (a) Is there any night Shift in the Unit ?

Yes/No*

(b) If yes, give hours of night Shift

.....

4. (a) Is there any regular system of changing workers from one shift to another?

Yes/No*

(b) If yes, mention the number of days after which workers are transferred from one shift to another.

5. Do workers working in night hours get any amenity or concession ?

Yes/No/QDA/shift, allowance/Free tea or coffee; etc./Reduced hours of work/others (Specify*)

*Put a circle around the word applicable.

XIX. Dust and Fumes:

(a) Are there any manufacturing processes which give off considerable—

(i) Dust

Yes/No*

(ii) Fumes, vapour and gases

Yes/No*

(b) If answer to any is yes, give the following details—

Dust		Fumes, vapour and gases	
Name of process	Department	Name of process	Department

(c) If such processes exist, what measures have been adopted by the management for preventing inhalation of dust/fumes, vapour and gases or its accumulation in rooms:

	Dust	Fumes, etc.
(i) Whether local exhaust ventilation is provided	Yes/No*	Yes/No*
(ii) Whether dust suppression is carried out by the use of water (i.e. wet method adopted)	Yes/No*	
(iii) Whether general exhaust system is provided	Yes/No*	Yes/No*
(iv) Whether dusty processes, etc. are isolated	Yes/No*	Yes/No*
(v) Type of respiratory protection equipment provided and used	None at all/Dust Masks/Gas Masks/Gas Mask Fresh air breathing equipment/Other equipment (Specify)* Good/Average/Unsatisfactory*	
(vi) (a) House-keeping		
(b) General remarks on House-keeping		

(d) If no measure has been adopted mention how workers try to safeguard themselves.

XX. Seating arrangements:

(a) Whether suitable arrangements for sitting have been provided and maintained for all workers obliged to work in a standing position.

Yes/No/Q.D.A.*

(b) If no, reasons given by management for not providing seats.

*Put a circle around the word applicable.

XXI. Disposal of Trade Wastes and Effluents:

1. Is the effluent or trade waste properly treated in factory before it is discharged outside? Yes/No/No trade wastes etc.*
2. Arrangements for the discharge of effluents or trade wastes Discharged in: river/drain/lake/pond/public sewer/public drain/public land/other methods (give details).*

XXII. Conservancy:

(a) Number of latrines and urinals maintained in the factory or work places:—

	Latrines					Urinals	
	No.†	Type†	Method of disposal	No. of water taps provided in or near latrines	Whether properly screened [Write yes or no]	No.†	Whether properly screened (Write yes or no)
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)
For men							
For Women							
Common for men & women							

†A—water borne sewer; B—water borne septic tank; C—Dry-type bore hole; D—Dry-type pan E—Other (Specify). Write in the column only 'A' or 'B' or 'C', etc., as the case may be.

‡Alongwith the number of latrines, also specify within brackets the maximum number of workers employed.

(b) Type of construction of latrines and urinals—

	Construction [A—Temporary B—Permanent]‡	Whether Floors Impervious [Yes/No]	Whether walls are: A—Plastered/B—Tarred and Impervious‡
(i)	(ii)	(iii)	(iv)
Latrines			
Urinals			

‡[Write A or B in the col. as the case may be].

XXIII. Medical Facilities:

1. Does the unit maintain—

	Yes/No	Number	Are they under the charge of trained personnel	Accessible/Inaccessible	Deficiencies
(i)	(ii)	(iii)	(iv)	(v)	(vi)
* (a) First aid boxes					
* (b) Ambulance Room					

*Put a circle around the word applicable.

A—All under the charge of trained personnel. B—A few under the charge of trained personnel. C—None under the charge of trained personnel. Write A, B, or C in the column as the case may be].

2. Give the following details regarding the trained first-aiders in the unit—

(a) Total No. of trained first-aiders.

No.

(b) Type of training received, e.g., St. Johns Ambulance, Red Cross.

3. Does the unit provide medical facilities to its workers in addition to facilities provided by the Employees' State Insurance Corporation?

Yes/No*

4. If yes, give the information in the following proforma:

	No.	No. of doctors		Other Staff@	No. of hours in a week for which part time doctors are available in hospital/dispensary/ambulance room
		Full time	Part time		
(i)	(ii)	(iii)	(iv)	(v)	(vi)
Dispensary					
Ambulance Rooms					
Hospital					

@ e.g. (a) Nurses, (b) Compounders, (c) Dressers, (d) Nursing Orderlies, (e) Ward Boys,

(f) Ayahs, (g) Mid-wives, (h) Others (Specify).

5. (a) If no, whether any arrangement made elsewhere for medical treatment of workers.

Yes/No*

(b) Describe briefly the arrangements made, specially mention whether the arrangement is in the shape of—

(i) a contract with a medical practitioner to attend to workers or

(ii) an agreement with some hospital or dispensary

(c) Are the medical facilities available to contract labour in the same way as to workers directly employed?

Yes/No/No contract labour *

(d) If doctors are employed either whole-time or part-time, describe their duties.

LEAVE AND HOLIDAYS

XXIV. 1. Give in the following proforma leave and holidays with pay granted to workers:—

Type of leave or holiday	Type of workers entitled	No. of days allowed in a year	Qualifying conditions	Rate at which payment is made to workers during leave or holiday period
(i)	(ii)	(iii)	(iv)	(v)
1. Earned leave ..				
2. Sick leave ..				
3. Casual leave ..				
4. Festival & National holidays				
5. Weekly-off				
6.†				

2. Do workers get a weekly day of rest?

Yes/No*

*Put a circle around the word applicable.

†If there are any other types of leave, not listed in the proforma, give information in respect of them separately in the blank space.

XXV. 1. Give below the total No. of all workers who were allowed earned leave in the preceding calendar year—

	No. of workers	Remarks
Up to 5 days		
Over 5 up to 10 days		
Over 10 up to 15 days		
Over 15 up to 20 days		
Over 20 up to 25 days		
Over 25 up to 30 days		
Over 30 days		

2. Average number of workers employed in the preceding calendar year.

WELFARE OR OTHER AMENITIES

XXVI. Facilities for drinking water:

1. What predominant facilities exist for the supply of drinking water in the unit? Tap water/Tube wells/earthen pitchers/buckets or drums.*
2. In case earthen pitchers, buckets or drums are provided state whether they were clean or not. Clean/Not Clean*
3. Arrangements for the supply of water during summer months No special arrangement/Earthen pitchers/Iced water/Refrigerated water*
4. Whether any drinking water point situated within 20 feet of any washing place, urinal or latrine? Yes/No*

XXVII. Washing Facilities:

1. Type of washing facility provided by the management Troughs with taps or jets
Wash basins with taps
Taps on stand pipes
Showers controlled by tap
Circular troughs of the fountain type
Water stored in receptacle
No facility at all.*
2. Means of cleaning:
 - (a) Material supplied *Nothing/Soap/Nail brush/Towel/Any other material (Specify)†
Yes/No/Q.D.A.*
 - (b) Whether conveniently accessible to workers Yes/No
3. Whether separate washing facilities provided for women workers No women employed.
Q.D.A.*
4. Whether facilities provided for women are properly screened Yes/No/No women employed/Q.D.A.*

XXVIII. Bathing Facilities:

1. No. of bath-rooms provided—

	Number
(a) For men	
(b) For women	
(c) Common for men and women	

2. If answer to 1 above is No state the main reasons why it has not been provided.

*Put a circle around the relevant words.

†Here specify the item supplied.

XXIX Lockers:

1. Whether lockers for keeping clothes of workers have been provided by the management. Yes/No*
2. If the unit is under statutory obligation to provide lockers and it has not done so or not provided sufficient numbers, give the reasons adduced by the management.
3. Describe the type of lockers provided.

XXX. Rest Shelters:

1. Has the unit provided rest shelters for its employees? Yes/No*
2. If answer to 1 above is in affirmative give the following details:
 - (a) No. of rest shelters _____
 - (b) Standard of rest shelters:—

	Remarks
(i) Whether the building of the rest shelter is of the prescribed standard	Yes/No*
(ii) Whether it affords adequate protection from weather	Yes/No*
(iii) Whether the shelter is cool	Yes/No*
(iv) Whether the shelter is maintained in a tidy condition	Yes/No*
(v) Whether provision made for drinking water in the rest shelter	Yes/No*
(vi) Whether sufficiently lighted	Yes/No*
(vii) Whether sufficiently ventilated	Yes/No*
(viii) State the main items of furniture	

3. If rest shelters are statutory and have not been provided state the reasons given by the employer for not providing them.

XXXI. Canteens:

1. How many canteens exist in the unit? No.....
2. What items are sold? Tea/Coffee/Snacks/
Meals/others (specify)*
3. Is it run by the Management/Contractor/
Jointly by manage-
ment and workers others
(specify).
At subsidised rates
No profit no loss basis
Market price*
4. Sale of items
5. Has any Canteen Managing Committee been appointed? Yes/No*
6. Who fixes the prices? Canteen Managing
Committee Management
Contractor*
7. In case prices are approved by the Canteen Managing Committee, is the approved price list displayed in the canteen? Yes/No*
8. In case the management of the unit subsidises the canteen give the following details—
 - (a) Is it paid regularly every year? Regularly
Occasionally*
To meet losses*
To supply articles at
cheap rates†
 - (b) Purpose for which it is paid No.
9. Average daily number of workers visiting the canteen
10. If the average daily number of workers visiting the canteen is small and the canteen is not very popular among workers mention briefly the main reasons given by workers why they do not use the canteen.
11. Is there drinking water facility in the canteen? Yes/No*

*Put a circle around the word or words applicable.

† In case of some other purposes not enumerated above write in the blank space.

XXXII. Creches:

- | | | | |
|---|-----------|-----------------|-----------|
| 1. Does the unit maintain a creche? | Yes/No/No | women employed* | |
| 2. If answer is yes, mention whether— | | | (Remarks) |
| (a) the creche is situated in congenial surroundings | Yes/No* | | |
| (b) the creche building conforms to the standard laid down | Yes/No* | | |
| (c) the creche is properly lighted and ventilated | Yes/No* | | |
| (d) the creche is adequately furnished | Yes/No* | | |
| (e) the creche is maintained cleanly | Yes/No* | | |
| 3. Are the children attending the creche supplied— | | | (Remarks) |
| (a) Toys | Yes/No* | | |
| (b) Clean clothes | Yes/No* | | |
| (c) Soap | Yes/No* | | |
| (d) Towels | Yes/No* | | |
| (e) Milk | Yes/No* | | |
| (f) Refreshments | Yes/No* | | |
| 4. State the average daily number of children attending the creche during the preceding twelve months | | | |
| 5. Mention the staff appointed for the creche (e.g. <i>Ayals</i> , Nurses, etc.) | | | |
| 6. Is the creche facility available to children of women employed by contractors? | Yes/No* | | |
| 7. If creche is statutory and has not been provided, give reasons adduced by the management. | | | |

XXXIII. Recreation Facilities:

- | | | |
|---|---------------------------------------|--------------------|
| 1. Has the management made any arrangement for the recreation of workers? | Yes/No* | |
| 2. If yes, give the scope of recreation facilities— | | |
| (a) Out-door games | Foot Ball/Hockey/Volley Ball/Cricket† | |
| (b) In-door games | Carrom/Table Tennis/Cards/Chess† | |
| (c) Radio Sets | No..... | |
| (d) Dramas | Yes/No* | |
| (e) Film Shows | Yes/No* | Remarks‡ |
| 3. (1) Are the above facilities available to (a) all workers, (b) only certain specified categories of workers, (specify) (c) those workers who pay some subscription.* | | (Including number) |
| (2) If the facility is provided to only those who pay subscription then mention — | | |
| (i) The rate of subscription. | | |
| (ii) No. of workers paying subscription on the specified date | No..... | |

*Put a circle around the word applicable.

†Put a circle around the item provided. In case there are items not enumerated mention them also.

‡See instructions.

4. How are the recreational facilities financed?
Whether they are financed—
(a) From the Welfare Fund of the unit.
(b) From *ad hoc* contributions by the management.
(c) Solely by contributions of workers.
(d) Other ways (Specify).*
5. How recreation facilities are managed or administered ?
(a) Directly by employers Yes/No*
(b) Indirectly by employers through some officers *e.g.* Labour Officer, Welfare Officer, etc. Yes/No*
(c) (i) Through a Committee Yes/No*
(ii) If yes, give below the following information:
1. Composition of the Committee (*i.e.* number of representatives of management and workers)
2. The tenure of members.
3. Procedure for selecting representatives.
6. Does the unit organise religious and/or Social functions. Yes/No.*

XXXIV. Education Facilities:

1. (i) Does the unit run any school for workers' children? Yes/No*
(ii) If yes, give the following details—

Standard <i>i.e.</i> , Primary, Middle, or High School, Intermediate or Degree College	No. of schools	No. of students on roll on the specified date	Whether schools are (a) exclusively for workers' children (b) for others also
(i)	(ii)	(iii)	(iv)
(a)			
(b)			
(c)			
(d)			
(e)			

- (iii) Whether any fee is charged from children attending these schools Yes/No*
- (iv) Whether books, slates, pencils, etc. are supplied free to children attending the schools? Yes/No* Articles supplied free
- (v) Does the management pay any subsidy to any school for providing educational facilities to workers' children ?
No
Regular subsidy
Occasional subsidy*

3. Adult Education Centres—

	No. of centres	No. on roll on the specified date	Total No. educated in the preceding calendar year
(a) Inside the factory premises			
(b) Outside the factory premises			

*Put a circle around the word applicable.

XXXV. Housing:

1. Has the management provided any houses for workers? Yes/No*

2. If yes, give the following details—

Accommodation (e.g. one, two, three, four, room's etc.)	No. of houses	Whether <i>kuicha</i> or <i>pucca</i> built	Type of employees to whom usually given	No. of workers allotted houses	Rent charged
(i)	(ii)	(iii)	(iv)	(v)	(vi)
1. _____					
2. _____					
3. _____					
4. _____					
5. _____					
6. _____					

3. (a) Are workers given any facility for building their own houses? Yes/No*

(b) If yes, give the following particulars—

Nature of facility	Type of workers entitled	Amount or extent (give note also)	Conditions attached (e.g., rate of interest, period of repayment in case of loan)
(i)	(ii)	(iii)	(iv)
1. Loan for house building ..			
Concessional supply of land ..			
3. Free supply of land ..			
Supply of building material (Free or concessional) ..			
5. Any other assistance (specify) ..			

XXXVI. Transport Facilities:

1. Does the unit provide free or concessional transport facilities to workers from their residence to work-place and back?

Yes/No*

2. If yes, are workers not provided with transport facility paid/any special allowance?

Yes/No*

*Put a circle around the word applicable.

XXXVII. Other Amenities:

1. (a) Is there any grain-shop run by the employer? Yes/No*
 (b) Whether articles are sold at Market price
 Cost price
 Subsidised rates*
 Yes/No*
2. (a) Is there any co-operative ?
 (b) If yes, mention whether it is a
 Credit Society Yes/No*
 Co-operative Store Yes/No*
 Housing Society Yes/No*
 Multi-purpose Society Yes/No*
 (c) Does the management give any financial aid to the Society? Yes/No*
 (d) Give brief details of the activities of Co-operative Society (Societies).
3. (a) Has the unit provided any protective clothing and/or similar other facility to workers ? Yes/No*
 (b) If yes, give details.

SOCIAL SECURITY**XXXVIII. Provident Fund:**

1. Is there any Provident Fund Scheme for employees of the unit? Yes/No*
 2. If yes, give the following details—

Name of the Scheme	Date of introduction	Categories of employees covered	Conditions prescribed for membership	Rates of contribution		Membership on the specified date
				Emp-loyers	Emp-loyees	
(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)
1. Employees' Provident Fund Scheme						
2. Others†						

XXXIX. Pension:

1. (a) Does the management pay any pension to employees? Yes/No*
 (b) Whether pension is paid in addition to provident fund. Yes/No*
2. If yes, give details on the following points.‡
 (a) Whether the scheme is regular or pension is paid at the discretion of management. Regular/Discretionary.
 (b) Categories of employees covered.
 (c) Conditions prescribed for eligibility to pension.
 (d) Rate at which pension is paid.
3. No. of workers receiving pension on the specified date Number.....
4. In case there is any Pension Scheme for contract labour, give the same details as in the statement under 2 above.

*Put a circle around the word applicable.

†Mention whether the scheme(s) is under any award, etc., or introduced by the management.

‡If there are more than one scheme, information should be given separately.

XL. Gratuity Schemes:

1. Does the management pay gratuity to employees when they retire from service? Yes/No*
2. Is gratuity paid to dependants in case of death of employees? Yes/No*
3. In case gratuity is paid give the following details—
 - (a) Whether gratuity is paid under any regular scheme or paid at the discretion of the management and there is no regular scheme?

Regular Scheme*
Paid at the discretion of the management.
 - (b) Categories of workers covered.
 - (c) Is there any such scheme for contract labour? Yes/No*
 - (d) Qualifying conditions prescribed—
 - (i) Direct labour.
 - (ii) Contract labour.
 - (e) Rate at which gratuity is paid—

	Direct labour	Contract labour
(i) On retirement		
(ii) Death		
(iii) Voluntary resignation		
(iv) Termination of service by employer		

4. Total No. of workers to whom gratuity was paid in the preceding twelve months. No.

XLI. Maternity Benefit :

1. Give the following details regarding maternity benefit paid in the preceding twelve months—

	Direct Labour	Contract labour
(a) Total number of claims made during the year	No. _____	No. _____
(b) Total number of cases accepted for payment during the year	No. _____	No. _____

XLII. Workmen's Compensation :

1. Give the following details regarding industrial accidents during the preceding twelve months -

	Direct labour	Contract labour
No. of persons involved in accidents resulting in—		
(i) Death		
(ii) Permanent Disability		
(iii) Temporary Disability		
2. Do workers of the unit suffer from any occupational diseases? Yes/No.*
3. If yes, give the following details—
 - (a) Name of occupational disease
 - (b) Brief description of the disease
 - (c) Processes which cause the disease
4. No. of cases in which compensation was paid for occupational diseases in the preceding calendar year—

(a) No. _____	(b) Amount paid _____
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*Put a circle around the word applicable.

XLIII. Standing Orders :

1. Has the unit framed any Standing Orders?
2. If yes, give the following details—
 - (a) Act under which the Standing Orders have been framed
 - (b) Whether the Standing Orders have been certified or not
 - (c) Category of employees covered by the Standing Orders
3. If no Standing Orders have been framed, record the reasons for their not being framed as given by—
 - (a) Management.
 - (b) Trade Union of workers.
 - (c) If Trade Union does not exist then by workers.

Yes/No*

Certified*

Not certified.
Workers†

Clerical staff.

Watch and ward staff.

- XI.IV. 1** Has the unit appointed a Labour and/or Welfare Officer?

Appointed

Labour Officer*

Welfare Officer*

Personnel Officer*

None appointed

2. If a Labour/Personnel or Welfare Officer has been appointed mention his duties.
3. Does the Labour or Welfare Officer appear before Tribunals, etc., on behalf of the management in industrial disputes?

Yes/No*

XLV. Grievance Procedure :

1. Is there any regular prescribed procedure in the unit for attending to grievances of workers?
2. If yes, give the details of procedure prescribed for redress of grievances of workers.
3. If there is no regular prescribed procedure describe how workers' grievances are redressed.

Yes/No*

XLVI. Trade Unions :

1. Are workers of the unit organised into a trade union(s)?
2. If yes, give the following details regarding the union or unions: --

Yes/No*

Name of the union	No. of workers who are members	Whether registered or not (Yes/No)	Name of the Central Trade Union Organisation to which affiliated	Whether recognised by the management or not [Yes/No]
(i)	(ii)	(iii)	(iv)	(v)
1. _____	_____	_____	_____	_____
2. _____	_____	_____	_____	_____
3. _____	_____	_____	_____	_____
4. _____	_____	_____	_____	_____

3. If no union is recognised give briefly the main reasons for it.

*Put a circle around the word applicable.

†Tick mark the category of employees.

4. Describe the main activities of each of the unions under the following heads:—

Name of the Union

1. Adult education
2. Welfare
3. Recreation
4. Securing claims under Labour Acts
5. Relief to distressed members or their dependants

WORKS COMMITTEES OR JOINT COMMITTEES

XLVII. 1. Has the unit any Works Committees/Joint Committees?

Yes/No*

2. If yes, give the following details—

(a) Number of representatives of —
Management _____
Workers _____

(b) When was the last election held? _____

(c) Number of meetings of Works Committees/Joint Committees held in the preceding twelve months _____

(d) Items discussed in these meetings and the results, during the twelve months preceding the specified date. _____

Items	Whether any decision taken or not [Yes/No]	If decision taken whether implemented or not	If not implemented the main reasons therefor
(i)	(ii)	(iii)	(iv)

*Put a circle around the word applicable.

- 3. If Works Committee/Joint Committee is not functioning properly or is not existing at all then mention the reasons therefor.**

XLVIII 1. Is there any Production Committee? Yes/No*
2. If yes, mention its constitution and functions.

XLIX. If there are any other committees (*e.g.*, Safety Committee, etc.) mention their constitution and functions.

L. Association of workers with the management of the Unit :—

1. Has the employer associates workers with the management of the Unit.
Yes/No*
2. If yes, describe in what way.

LI. Give the following details regarding collective agreements concluded in the unit since 1956--

Serial No.	Date on which agreement was signed	Period of validity of the agreement	Main items covered by the agreement together with the main provisions in respect of each item	Workers covered
(i)	(ii)	(iii)	(iv)	(v)

***Put a circle around the word applicable.**

